



1-1-1936

A Survey of Poor Relief in Indiana

Carl G. Schmid

Follow this and additional works at: <http://digitalcommons.butler.edu/grtheses>

 Part of the [Business Commons](#)

Recommended Citation

Schmid, Carl G., "A Survey of Poor Relief in Indiana" (1936). *Graduate Thesis Collection*. Paper 225.

This Thesis is brought to you for free and open access by the Graduate Scholarship at Digital Commons @ Butler University. It has been accepted for inclusion in Graduate Thesis Collection by an authorized administrator of Digital Commons @ Butler University. For more information, please contact fgaede@butler.edu.

A SURVEY OF POOR RELIEF IN INDIANA
With particular emphasis on the period from
April, 1933, to June, 1935, Inclusive

by

Carl G. Schmid

A thesis submitted in partial fulfillment
of the requirements for the degree of
Master of Science
Department of Economics and Business Administration

Division of Graduate Instruction
Butler University
Indianapolis
1936

~~378.772~~

LD
701
B82h
5409

FOREWORD

It is the opinion of many competent students of social problems that, even though this country experiences an economic recovery during the coming years that surpasses the most optimistic forecasts, we shall still be confronted with an army of unemployed numbering in excess of 5 million persons. There will be first, the permanent strata of unemployables, estimated by Mr. Harry Hopkins during the peak of the depression at approximately 20 per cent of the total number on relief. Without question many of these unemployables will be entitled to benefits under the new Public Welfare Act of Indiana, since the relief census of October, 1930, revealed that 6 per cent of those on relief in the state were past the minimum age requirement and the percentage is probably much higher when only the unemployables are considered. However, there will still remain a goodly number unemployable because of physical or mental defects rather than because of age. A second grouping of unemployed will be those whose morale has been so permanently impaired by the destructive forces operating during the depression that they will make every effort to avoid work. A third group, undoubtedly the largest, will be those displaced from their usual occupation by technological changes who are unable to adapt themselves sufficiently to find new jobs. Mr. Stuart Chase in his rather pessimistic article "What Hope For The Jobless", written in November, 1933, estimated this number would be close to 8 million individuals at the time industrial production reached the 1929 figure, basing his estimate on improvements in methods and machines in the period following 1929. At present (June, 1936) the production indices are nearing normal, but there would be comparatively little change in the number of unemployed if it were not for the program of the Works Progress Administration. Of the people who are able

28836

to work and willing to work, but at present unemployed, it is questionable whether any appreciable number will find employment of such duration as to bring them benefits under the operation of the Unemployment Compensation Law. In view of these factors it appears likely that unemployment and poor relief will be important forces in our economic life in the years to come.

Assuming for the moment that the problem of unemployment will be acute even with complete recovery (without disparaging the dissenting opinions of industrialists such as Henry Ford), the question naturally arises as to what shall be the method of caring for these unfortunates, who may number as high as fifteen or twenty per cent of our employed workers. Will the federal government continue its search for new formulae for solving the problem? Will a permanent Public Works Administration replace the present temporary legislation? Or shall the problem be turned back to local units and private agencies for solution?

Those who are in charge of federal relief agencies, and presumably have the broadest grasp of the problem, are frank to admit that the perfect system of relief is yet to be devised. For this reason no attempt is made in this paper to forecast the trend of future relief efforts and no radically new solution of the relief problem is offered. However, it is felt that a historical survey of poor relief in Indiana will lay the foundation for a more intelligent approach to a solution. Therefore, a short statistical study is made of the decentralized method of administering poor relief existing prior to 1933, based on the reports of Indiana State Board of Charities, followed by a more exhaustive review of the work of the Governor's Commission on Unemployment Relief in its attempt to co-ordinate the work of existing agencies and to administer the relief grants of the federal government. From

this statistical survey the writer hopes to draw a few more or less scientific observations which the recorded experiences of the past forty years, and especially the last three years, appear to justify.

CHAPTER I - INTRODUCTION

The purpose of this study is to determine the effect of the various factors mentioned in the title upon the health of the community. The data were obtained from the records of the health department for the years 1910 to 1914.

CHAPTER II - THE COMMUNITY

A. GENERAL CHARACTERISTICS OF THE COMMUNITY

The community is situated in the eastern part of the State. It has a population of approximately 10,000 people.

B. CLIMATE AND PHYSICAL FEATURES

The climate is temperate, with a range of temperature from 30 degrees below zero to 100 degrees above zero. The physical features are characterized by rolling hills and a few scattered mountains.

C. OCCUPATIONS AND INDUSTRIES

The principal occupations are agriculture, stock raising, and manufacturing. The industries are mostly small-scale enterprises.

CONTENTS

	Page
FOREWORD.....	1
PART I	
RELIEF IN INDIANA PRIOR TO APRIL, 1933	
RELIEF SYSTEM IN INDIANA PRIOR TO APRIL, 1933.....	2
Relief Prior to 1901.....	2
Codification of Laws in 1901.....	4
Relief Laws from 1901 to 1933.....	5
Relief Statistics - 1890 to 1931.....	10
PART II	
RELIEF FROM APRIL, 1933, THROUGH JUNE, 1934	
SECTION I - ESTABLISHMENT OF THE GOVERNOR'S COMMISSION ON UNEMPLOYMENT RELIEF.....	
Laws Creating Commission.....	14
Federal Aid.....	16
SECTION II - PROGRAM OF THE GOVERNOR'S COMMISSION	
Economic Background.....	19
Local Relief Efforts.....	23
National Political Situation.....	23
Financial Situation.....	24
Need for Centralized Authority in the State.....	25
Civil Works Administration.....	27
Expansion of Duties of Commission.....	28
SECTION III - GENERAL RELIEF PROGRAM	
The General Relief Program as a Whole	
Case Load.....	33
Obligations.....	42
Comparison of Direct and Work Relief	
Investigation Common to Both.....	45
Direct Relief.....	46
Work Relief.....	50
Relative Importance of Direct and Work Relief.....	53
Social Contribution.....	58
Financing the Program	
History.....	59
Source of Funds.....	61

	Page
SECTION IV - SUBSIDIARY PROGRAMS	
Gardens and Food Conservation Program.....	64
Federal Emergency Education.....	69
Transient Service Activities.....	74
Federal Surplus Commodities.....	81
Emergency Conservation Work.....	83
Rural Rehabilitation.....	85
Indiana State Employment Service.....	86
SECTION V - ADMINISTRATION	
Case Work Division.....	87
Work Division.....	94
Auditing and Statistics.....	98
Administration Costs.....	99

PART III

RELIEF FROM JULY, 1934, THROUGH JUNE, 1935

Administration of Program.....	104
General Relief Program	
Case Load.....	108
Obligations.....	112
Administration.....	116
Comparison of Direct and Work Relief.....	116
Source of Funds.....	119
Subsidiary Programs	
Transient Service Activities.....	121
Emergency Education Program.....	125
College Student Aid.....	128
Rural Rehabilitation.....	130
Gardens and Food Conservation.....	131
Federal Surplus Relief Commodities.....	132
CONCLUSION.....	134
BIBLIOGRAPHY.....	139

A SURVEY OF POOR RELIEF IN INDIANA

With particular emphasis on the period from
April, 1933, to June, 1935, Inclusive

RELIEF IN INDIANA PRIOR TO APRIL, 1933

RELIEF SYSTEM IN INDIANA

PRIOR TO APRIL, 1935

It has been the policy of the Governor's Commission on Unemployment Relief to act as far as possible through the existing channels in granting relief. A brief outline of the history of public poor relief in Indiana prior to the appointment of the Commission will therefore serve to make familiar the advantages and defects of the statutory agencies for outdoor (as distinguished from institutional) relief, as they existed at the time the Commission was charged with the relief problem.

Relief Prior to 1901

Prior to 1889 the administration of the poor funds was governed by a state law which became operative in 1855.¹ Then as now, the trustee was responsible for the care of the poor in his township. The care they received was dependent entirely on his judgment as to their needs. The county commissioners paid the bills as submitted, usually without much question. The results of such a system are easily visualized. The office was elective, there were many other duties, and the pay was meager. Even though the trustee was industrious and well-meaning, he was usually a farmer, untrained in social work, and confronted with the necessity of earning a livelihood. Partisan politics was almost certain to be a factor in granting relief. Frequently the applicant went to the county commissioners and obtained relief after it had been refused by the trustee. Private investigations showed that in some cases whole families had remained on relief rolls for generations. The system created a growing class of paupers and dependents. Realizing the seriousness of the situation, the state legislature enacted a law creating

1. Revised Statutes, 1881, Chapter 95.

the Board of State Charities of Indiana.

This Board, which was organized in 1889, was empowered "to investigate the whole system of public charities."¹ Questionnaires were sent to each trustee in the state, but the replies were too few to be of any value. From county auditors however, it was learned that for the year ending May 31, 1890, a total of \$560,232.65 was spent for outdoor relief, of which \$81,492.74 was for medical care. Analysis showed that the per capita cost varied from five cents in Crawford County to eighty-four cents in Warren County. In many counties there was little correlation between the amount spent for relief, and the opportunity for self-help. No adequate system of accounting was in general use. In 1895 the legislature enacted a law requiring that a complete record of each case be made, with an itemized statement of amount and kind of relief granted, and that this record be submitted to the county commissioners. The report of the board for the twelve months ending August 31, 1896 showed that expenditures had dropped to \$355,255.29, which was distributed among 71,414 people. On the basis of the 1890 census, this was one person in thirty-one for the whole state. In individual counties, the spread was from one in thirteen to one in two hundred and eight people. However, this first report under the new law was incomplete, because of failure of the trustee to understand the provisions thoroughly. Previous to 1897 the county commissioners had levied a uniform tax on each township in the county to cover the total of the bills for relief submitted by the individual townships, but the reform measure of 1897 made each township responsible for its own bills.² The trustee was required to make a levy against the property in his township to cover the cost of the relief for the preceding year as attested by the county auditor.

1. Acts of 1889.

2. Acts of 1897, page 230.

As a direct result of the disclosures in the report of the Board of State Charities for 1898, the General Assembly of 1899 enacted what was said to be the most up-to-the-minute legislation on ~~the~~ the statute books of any state in the Union.¹ The help of friends and relatives was to be obtained where at all possible, certain limits were placed on providing transportation for dependents, cooperation with existing relief societies was recommended, adequate investigation was to be made of each case, and a report was to be made to the Board of County Commissioners when relief in any case reached \$15.00, or when aid had been extended over a period of three months. The commissioners themselves could only grant relief by a written order to the trustee. Relief expenditures dropped sharply from \$320,667.53 in 1899 to \$209,956.22 in 1900. The number of persons receiving help fell from 64,468 in 1899 to 46,369 in 1900. Some of the reduction in relief granted and in the number of cases was due to the desire of the trustee^s to make a show of economy during their last year in office.

Codification of Laws in 1901

The Board of State Charities recommended a codification of existing laws to the General Assembly of 1901. The law enacted embodied the good points of the old laws and added some important features.² What had been accomplished up to 1905 was set forth by the Board of State Charities in their report of March, 1906.³ From 1890 to 1895 inclusive, the trustees spent an average of more than \$570,000 annually. From 1897 to 1900 inclusive, the average expenditures dropped to \$301,829.26, and the next four years the average dropped to \$257,613.16. The highest expenditure was \$630,168.79 in 1895 and the lowest \$209,956.22 in 1900 - a difference of \$420,212.57.

1. Acts of 1899, Page 121
2. Acts of 1901, Chapter 147.
3. Indiana Bulletin of Charities and Corrections, March, 1906.

The following table presents some comparative figures for the years 1895 and 1905:

	<u>1895</u>	<u>1905</u>
Cost of Relief to each inhabitant of the State	\$0.29	\$0.10
Highest per capita cost		
LaGrange County	0.68	
Montgomery County		0.29
Lowest per capita cost		
Crawford County	0.06	
Washington, Ripley and Floyd Counties		0.03
Number of counties in which per capita cost was below ten cents	2	49
Number of counties in which per capita cost was above thirty cents	35	0

In 1897, 82,235 people or 3.5 per cent of the population of the state received relief - one in every 31 inhabitants (Census 1900). In 1905, 45,331 people or 1.8 per cent of the population received relief - one in every 56. An interesting fact in this connection is that there was a fear that curtailment of outdoor poor relief would increase the number in the county poor asylums. Actually there was a noticeable decrease in the number of inmates. Of course it may be pointed out that the period from 1895 to 1905 was one of increasing prosperity and that figures showing reductions in case load, expenditures, and per capita cost are not very significant as an indication of better relief administration. The fact remains however, that the state authorities were certain that much had been gained from the new laws.

Relief Laws from 1901

The Outdoor Relief Laws as codified in 1901 remained the basic law up to the passage of the Acts of 1933, save for minor amendments in 1907, 1925,

and 1931. An idea of the operation of poor relief immediately prior to 1932 may be gleaned from the following summary. Some of the provisions of the act are operative at present.

Administration. As had been the case since 1852, the trustee in each township was designated the overseer of the poor. The office was elective and the term was four years. Townships were grouped in ten classes (Act of 1917) for the purpose of fixing the salaries of the trustees. Salaries ranged from \$3,000 a year in Class 1 down to \$450 a year in Class 10. Allowances for clerical assistance were from \$5,000 per year in Class 1 to \$100 per year in Class 7. Certain townships, depending upon their population, were also allowed investigators, and these are paid from the poor fund instead of out of township funds as are the trustee and his clerical assistants.¹

Funds. Under the amendment of 1907 the county auditor must report in September the amount of poor relief money advanced to each township for the nine months preceding, plus the estimated expense of the last quarter, to the county commissioners. The township authorities are required to levy such tax on the property within their jurisdiction as will be sufficient to reimburse the county treasury for its advances. Any debit or credit balance left to the account of any township on January 1st must be taken into consideration in fixing the rate for the next levy.

Legal Settlement. A man or woman has a legal right to relief only after one year's uninterrupted residence in the township. Such a person may appeal directly to the county commissioners if refused aid by the trustee. Occasionally relief may be given without legal settlement. Certain provisions are made to aid non-residents and still avoid encouraging them to shift from one

1. Acts of 1925, p. 400. Acts of 1931, p. 190 and 254. Still in force.

township to another to receive additional relief.

Relief. It is the duty of the trustee promptly to care for the poor in his township during the whole period of their dependency. They are to be furnished with medical and surgical aid including prescribed medicine. In case of certain specified diseases, a portion of the cost is charged to either the local or State Board of Health. Hospitalization is to be provided in certain state institutions where possible; otherwise county or private hospitals may be utilized. The law specifies in each case the unit which is to pay the bill.

School Aid. Books, school supplies and clothing must be furnished out of the poor fund where parents are unable to provide them.

Dependents. Refusal to support dependent parents where ability to do so may be shown, non-support, or desertion of family, or willful neglect of children, are made punishable by fine and imprisonment.

Aid Limitations. School, burial, or medical aid is not limited. Other relief beyond the sum of \$15.00 must have special approval of the county commissioners.

Investigations. All applications for aid must be investigated to determine the proper method of handling the case and prevent unnecessary or duplicated aid from being extended. If possible, work should be found for the able-bodied. Cooperation with existing relief agencies is provided for.

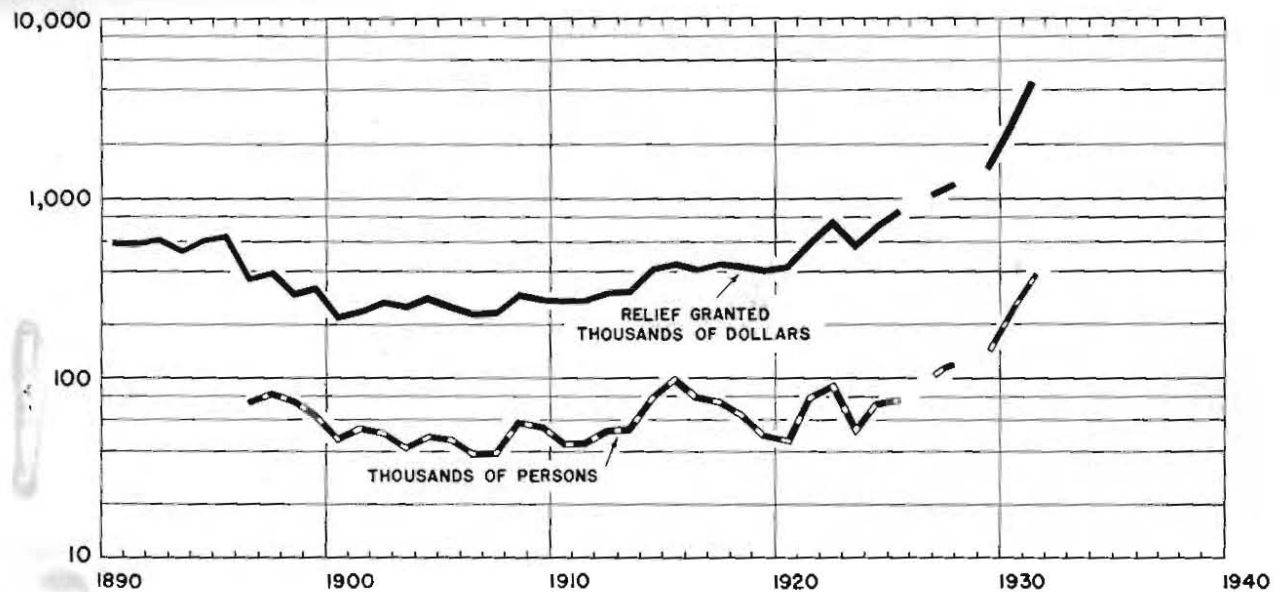
Reports and Records. The law prescribed the form to be used by the trustee in making a complete record of each case granted outdoor relief. Two copies of the record are to be filed with the county auditor, who may not draw a

warrant for payment without an itemized account of the expenditure. One of them is required by the county commissioners that they may legally approve the bills. The other is sent to the Board of State Charities. These reports from the trustees form the basis from which the Board's statistics are compiled. An additional source of information is the regular report of the county auditor of sums allowed for charitable purposes.

In the summer of 1932 when the inadequacy of existing machinery began to be apparent, the General Assembly met in special session and enacted five laws bearing on outdoor poor relief. The first law created a poor relief district of all townships located within the corporation limits of any city of the first class.¹ The trustees of these townships were to form a poor relief board to see that uniform poor relief administration was achieved. The poor fund tax levy was to be the same throughout the district. The second amended the law of 1931 regarding appointment of township investigators in Marion County and extended the provisions to cover every township in counties having a population of 50,000 or more.² Where the population of a county exceeded 150,000 inhabitants, the Board of State Charities was mandated to prescribe qualifications. The third law amended the law of 1931 regarding counties borrowing money for township poor relief, to extend the period of payment to "any determinate period of time not to exceed ten years."³ A fourth required the person receiving aid to seek employment, and prevented aid being given to one for whom work has been found "unless and until such person shall accept and perform the labor so secured."³ The

1. Acts of 1932 - Chap. 51 (Later declared unconstitutional)
2. Acts of 1932 - Chap. 58
3. Acts of 1932 - Chap. 47

STATE OF INDIANA
OUTDOOR POOR RELIEF
1890 TO 1931



NOTE: DATA WERE TAKEN FROM THE INDIANA BOARD OF STATE CHARITIES' BULLETINS
DATA WERE NOT COMPILED FOR THE YEARS 1926 AND 1928.

last law provided "a method of establishing, maintaining, and operating township commissariats, under the control and direction of the respective township advisory boards, for the relief of the poor and unemployed indigents."¹

Relief Statistics - 1890 to 1931

A study of poor relief figures for the years 1890 to 1931 as compiled by the Board of State Charities will prove instructive. Both the total number of persons aided and the amount spent by years will be found in the chart on page 9. It will be noted that the totals for the years 1890 to 1895 exceed one-half million, the maximum of \$630,168.79 being reached in the last year. This period was one of depression as well as lax poor relief laws. From 1896 on, there was a very definite reduction in the number of persons, which reached an all-time low of 37,724 in 1907, curiously enough a year of panic. The smallest expenditure reported was the sum of \$209,956.22 in 1900, although 1907 was next with \$227,304.71. This decade in the main was a period of increasing prosperity and it is difficult to say what percentage of the reduction is due to the operation of the new laws. After 1907 there is a decided upward trend marked by increases and reductions which reflect economic conditions. No figures were compiled for 1926 and 1928. In 1929 the number of persons receiving relief had reached 157,762 as compared to 94,850 in 1922 and 111,659 in 1927. In 1930 the number reached 235,888, an increase of 71 per cent over 1929. The year 1931 showed an increase of 56 per cent over 1930 with a total relief load of 369,605 persons. The total relief granted amounted to \$4,681,384.83 which was almost double the amount for 1930. The average yearly relief per person which had been in the neighborhood of \$5.00 for the two decades following 1896, began to climb. It reached \$11.22 in 1925, dropped down below \$10.00 for several years and finally reached \$12.67 in 1931.

1. Acts of 1932 - Chap. 50

It is striking that during the years of apparent prosperity following 1923 the case load climbed steadily.

An analysis of the relief granted in 1931 by townships reveals some interesting facts. The following tabulation made by the Board of State Charities indicates that a comparatively small number of the 1,016 townships gave the bulk of this relief.

Relief Given	Number of Townships
None	13
\$ 100 or less	95
100 to \$ 1,000	592
1,000 to 5,000	239
5,000 to 10,000	31
10,000 to 20,000	20
20,000 and over	26

Ten of the 26 townships in the last grouping exceeded \$100,000 each in the amount of relief given. Center Township, Marion County, which contains the larger portion of the City of Indianapolis gave \$552,235.43. These ten townships, which contain approximately 30 per cent of the population of the state, gave about 50 per cent of the total relief. The principal cities wholly or partly contained in these townships vary in population from a little over 30,000 to 300,000 in the case of Indianapolis. They are in order of size, Mishawaka, Richmond, Kokomo, Muncie, Gary, Evansville, South Bend, Ft. Wayne, Hammond and East Chicago, and Indianapolis.

The machinery which the laws provided had been reasonably adequate up to 1930. The Board of State Charities was handicapped in not having the funds to carry on statistical research with the immense amount of material embodied in the reports which it received from the trustees.

Perhaps the greatest drawback was the lack of centralized control over the actions of the trustees in granting relief and choosing case-workers. Another serious drawback resulted from the fact that the Board had no funds for field investigators. These deficiencies resulted in a lack of uniformity in the manner of giving aid. In 1931 and 1932 the hopelessness of coping with the problem under the existing setup became apparent. Funds were exhausted, local units reached the limits of their borrowing capacities, records and reports could not be kept up to date, and cases could not be properly handled because of lack of trained case-workers. From the legislation of 1932 previously discussed, it was but a step to the Acts of 1933 vesting necessary authority in a central body, the Governor's Commission on Unemployment Relief, to undertake the supervision of relief activities in the state.

Department of the Interior, Bureau of Reclamation, Denver, Colorado.

Report of the Commission on the operations of the Bureau of Reclamation during the period from April, 1933, to June, 1934, with special reference to the operations of the Bureau of Reclamation in the State of California.

The Commission was organized by the Secretary of the Interior, Department of the Interior, on April 15, 1934, to investigate the operations of the Bureau of Reclamation during the period from April, 1933, to June, 1934, and to report thereon to the Secretary of the Interior.

The Commission was organized by the Secretary of the Interior, Department of the Interior, on April 15, 1934, to investigate the operations of the Bureau of Reclamation during the period from April, 1933, to June, 1934, and to report thereon to the Secretary of the Interior.

The Commission was organized by the Secretary of the Interior, Department of the Interior, on April 15, 1934, to investigate the operations of the Bureau of Reclamation during the period from April, 1933, to June, 1934, and to report thereon to the Secretary of the Interior.

PART II

RELIEF FROM APRIL, 1933, THROUGH JUNE, 1934

The Commission was organized by the Secretary of the Interior, Department of the Interior, on April 15, 1934, to investigate the operations of the Bureau of Reclamation during the period from April, 1933, to June, 1934, and to report thereon to the Secretary of the Interior.

The Commission was organized by the Secretary of the Interior, Department of the Interior, on April 15, 1934, to investigate the operations of the Bureau of Reclamation during the period from April, 1933, to June, 1934, and to report thereon to the Secretary of the Interior.

The Commission was organized by the Secretary of the Interior, Department of the Interior, on April 15, 1934, to investigate the operations of the Bureau of Reclamation during the period from April, 1933, to June, 1934, and to report thereon to the Secretary of the Interior.

The Commission was organized by the Secretary of the Interior, Department of the Interior, on April 15, 1934, to investigate the operations of the Bureau of Reclamation during the period from April, 1933, to June, 1934, and to report thereon to the Secretary of the Interior.

The Commission was organized by the Secretary of the Interior, Department of the Interior, on April 15, 1934, to investigate the operations of the Bureau of Reclamation during the period from April, 1933, to June, 1934, and to report thereon to the Secretary of the Interior.

The Commission was organized by the Secretary of the Interior, Department of the Interior, on April 15, 1934, to investigate the operations of the Bureau of Reclamation during the period from April, 1933, to June, 1934, and to report thereon to the Secretary of the Interior.

The Commission was organized by the Secretary of the Interior, Department of the Interior, on April 15, 1934, to investigate the operations of the Bureau of Reclamation during the period from April, 1933, to June, 1934, and to report thereon to the Secretary of the Interior.

The Commission was organized by the Secretary of the Interior, Department of the Interior, on April 15, 1934, to investigate the operations of the Bureau of Reclamation during the period from April, 1933, to June, 1934, and to report thereon to the Secretary of the Interior.

The Commission was organized by the Secretary of the Interior, Department of the Interior, on April 15, 1934, to investigate the operations of the Bureau of Reclamation during the period from April, 1933, to June, 1934, and to report thereon to the Secretary of the Interior.

SECTION I

ESTABLISHMENT OF THE GOVERNOR'S COMMISSION ON UNEMPLOYMENT RELIEF

Laws Creating Commission

Early in 1933, the General Assembly of the State of Indiana passed a bill creating the Governor's Commission on Unemployment Relief. (Chap. 136, Acts of 1933 - Approved March 8, 1933.) Under the terms of this act, a commission was to be appointed by the Governor, whose duty it should be "to adopt and execute such measures as it may deem necessary, wise or expedient, to relieve the unemployed and to coordinate and assist the several agencies of the State which are engaged in the relief of the unemployed." It was further enjoined "to investigate the conduct of township trustees, as overseers of the poor, as to the performance of their duties and the exercise or the failure to exercise any of their powers in the administering of poor relief in their respective townships." The Commission was empowered to prefer charges when necessary, against those negligent in the discharge of their statutory duty to provide adequate poor relief. "All of the rights, powers, and duties conferred by law upon the industrial board", under the provisions of Chapter 3 of the Acts of 1920 were transferred to the Commission. In order to provide funds, the act appropriated the sum of one million dollars from the general fund which was to be available after March 15, 1933, and an additional million dollars which was to be available after July 1. These amounts were to be spent by the Commission, subject to the approval of the Governor, "upon the finding and determination of the commission on unemployment relief that an emergency exists for such expenditures." The sum of \$20,000.00 was appropriated from the general fund of the state treasury "for the purpose of carrying out and administering the provisions of this act." Actually none of the two millions appropriated ever was put at the disposal of the Commission.

A second law amended the act which specified the conditions under which relief might be granted to employable applicants. Under the amended law only those willing to work, seeking work, and lacking the simple necessities of life were to receive aid. The trustee was ordered to "make all possible effort to secure employment for the able-bodied in the township where they reside No aid shall be furnished to such poor person by the overseer unless and until such person shall accept and perform the labor so secured."¹

A third act was aimed to correct a condition which has greatly handicapped relief work in the state in the past - lack of proper investigation facilities. The township trustee was given the "authority to employ investigators and other assistants in discharging his duties concerning the relief of the poor in such township, and to fix the salaries or wages to be paid to such investigators and assistants."² The number of investigators was limited to one for each two hundred families given assistance, the number of assistants, to one for each five hundred families, and the maximum wage to four dollars per day. The qualifications of all persons considered for appointment as investigators were to conform to reasonable standards established by the Commission.

The executive committee received their appointments on March 23, 1933. As appointed, the committee consisted of Fred Hoke, Chairman; W. A. Hacker, Assistant Superintendent of the Indianapolis Schools, Vice-Chairman; Governor Paul V. McNutt; Louis J. Borinstein, President of the Indianapolis Chamber of Commerce; James W. Fesler, Indianapolis attorney; Eugene C. Foster, Director of the Indianapolis Foundation; and the Rev. M. W. Lyons, pastor of our Lady of the Lourdes Church. William H. Book, Director of the new Indiana Department of Public Welfare was named director of the Commission, and Wayne Coy was

1. Sec. 1, Chap. 141 - Acts of 1933
2. Sec. 1, Chap. 158 - Acts of 1933

made secretary. In addition to the executive committee of seven, the Commission was composed of the relief chairman from each of the twelve congressional districts and the relief chairman from each of the 92 counties. All of these persons were to serve without reimbursement beyond actual expenses incurred, except the director. With the exception of Eugene C. Foster, who resigned in September, 1933, the personnel of the executive committee has not changed. This group, acting under the broad powers conferred by the Acts of 1933, was responsible for the administration of the unprecedented relief work of the period from April, 1933, to June, 1934, which forms the subject matter of this report.

Federal Aid

While the laws described above brought the Commission into existence and outlined its sphere of activity, it is doubtful whether its responsibilities would ever have reached their present magnitude had not the federal government made generous grants for meeting relief needs. As early as October, 1932, federal loans were made to Indiana counties and municipalities under provisions of Title I of the Emergency Relief and Construction Act of 1932, by the Reconstruction Finance Corporation. The Commission's responsibility in connection with these loans was quite limited, since they were made by the RFC directly to the borrowing units. In May, 1933, the Wagner Act created the Federal Emergency Relief Corporation, making available as outright grants to the states, the sum of five hundred million dollars out of the funds of the Reconstruction Finance Corporation.¹ Half of this sum was to be available to states making application for aid in quarterly grants equal to one-third of the amount expended by the state for relief from all public funds in the preceding quarter year. The other half was to be distributed among states in which additional help was imperative. In no case

1. Act of May 12, 1933, c. 30, 48 Stat.

was a state to receive over 15 per cent of either appropriation. Transient, cooperative, and self-help groups were allowed grants from this fund. Additional funds were appropriated by the 73rd Congress for relief purposes in 1934 when the inadequacy of the original FERA grants became apparent. The President was allowed a free hand in the administration of these appropriations.

Obviously the expenditures of these federal funds had to be placed in the hands of a responsible state agency, as their availability was contingent upon the observance of certain prescribed standards. The executive committee of the Governor's Commission on Unemployment Relief was designated as that agency for the administration of the grants made to Indiana. The result was that the Commission accepted a tremendous additional administrative burden. By June 30, 1934, it was largely responsible for the distribution of relief to nearly four hundred thousand needy persons. The total relief granted from April, 1933 to June, 1934 amounted to more than seventeen and one-half millions of dollars. In addition, it had received from the Federal Surplus Relief Corporation for distribution, more than twelve million pounds of food stuffs and over 57,000 tons of coal. The general supervision of the CWA program during which over twenty-two millions of dollars were paid as cash earnings, was entrusted to the Commission.

In discharging the duties of administrator of FERA funds, it was not only necessary to determine what counties were entitled to federal aid under the provisions governing the allotment of the money, but actually to supervise the local administration of relief to make sure that federal standards were observed. It became the obligation of the Commission, therefore, to insist that the relief granted be adequate and commensurate with the need, that investigation by trained workers be made periodically and persistently

to prevent the granting of undeserved aid, that a complete record of each case whether active or temporarily inactive be kept, that relief be given as far as possible in such a manner that the self-respect of the recipients be preserved, and that complete statistics on relief be reported monthly to the state office from which reports to Washington may be compiled. As a result of these added duties and responsibilities, the function of the Commission changed from the more or less advisory capacity contemplated at its origin, to that of a body actively engaged in performing and administering a task of far-reaching consequences to the social welfare of the State.

In the following pages will be found a detailed report of the activities undertaken by the Commission; the organization built up, and the results accomplished during the first fifteen months of its existence.

The Commission, from the moment of its inception, was organized to be a body of experts in the various fields of the social welfare work. It was organized to be a body of experts in the various fields of the social welfare work. It was organized to be a body of experts in the various fields of the social welfare work.

The economic conditions following the return of 1929 are the most severe in the history of the country. The unemployment of the laboring classes has reached a point which has never before been reached in this country. The economic conditions following the return of 1929 are the most severe in the history of the country. The unemployment of the laboring classes has reached a point which has never before been reached in this country.

SECTION II

PROGRAM OF THE GOVERNOR'S COMMISSION ON UNEMPLOYMENT RELIEF

Economic Background

In Part I, attention was called to the fact that the relief load in Indiana increased steadily after 1925, although the years immediately following appeared to be among the most prosperous in the economic history of the country. Increasing areas of industrial stagnation breeding relief problems appeared in the large manufacturing centers. The farmer's position grew steadily worse despite state and federal efforts to solve his problems. His plight was not reflected directly on the relief rolls, as the agrarian population ordinarily has more opportunity for self-maintenance than the urban, but the contraction of the buying power of the farmer was a major factor in the curtailment of the domestic market for manufactured goods. In retrospect it is not difficult to find many valid explanations of this increased dependency in a period of apparent plenty.

The economic conditions following the autumn of 1929 are too well-known to require a lengthy analysis. The interdependence of industry and agriculture was again demonstrated. Falling farm prices reduced the purchasing power of the farmer, which contributed to the drying up of the demand for the products of industry. Efforts to stabilize prices of manufactured articles were futile in the face of the decreasing demand. As prices dropped, more and more firms found it impossible to continue in business and closed their doors, thus swelling the ranks of the unemployed. Bank failures and diminishing returns from securities and rentals added a third class to the potential relief applicants - those who had lived from savings and investments. Teachers were thrown out of positions because

of curtailment of expenses in school systems. Professional people found their clientele vanishing. The service trades were swamped with hopefuls from other occupations. In short, there was a decreasing market for all types of commodities and services, which resulted in cumulative unemployment.

While there were temporary recoveries in certain fields the general business trend was steadily downward from March, 1930, to March, 1933. This is brought out forcibly by the composite production index for the United States, published by the Standard Statistics Company. The yearly averages of the monthly indices are shown below.

(Year 1926 = 100)

Year	Average
1927	108.4
1928	110.1
1929	115.4
1930	90.1
1931	71.9
1932	54.3

Unfortunately it is impossible to compare year by year the increasing relief load with the number of unemployed persons, since no unemployment figures for the State of Indiana exist except for the year 1930. These were collected by the United States government as part of the 1930 census, but their significance has been quite generally questioned. According to this census there were 60,714 persons out of a job who were able to work and looking for work, plus 25,665 persons having jobs but on layoff without pay. This is a total of 86,379 out of 1,251,177 gainful workers in the State, or 6.9 per cent. As stated above, there are no historical data with which to compare these figures and no way of determining what is normal and what is cyclical unemployment. Historical data do exist on employment, however, in

the form of indexes, and these, while based upon samples, may be accepted as indicative of actual conditions. Indiana has no figures available over a long period of years as have some of her sister states so that it becomes necessary to use national data. The Bureau of Labor Statistics of the Department of Labor has prepared a monthly index of employment and pay rolls for the entire country with 1923-1935 as 100. This is summarized by years as follows:

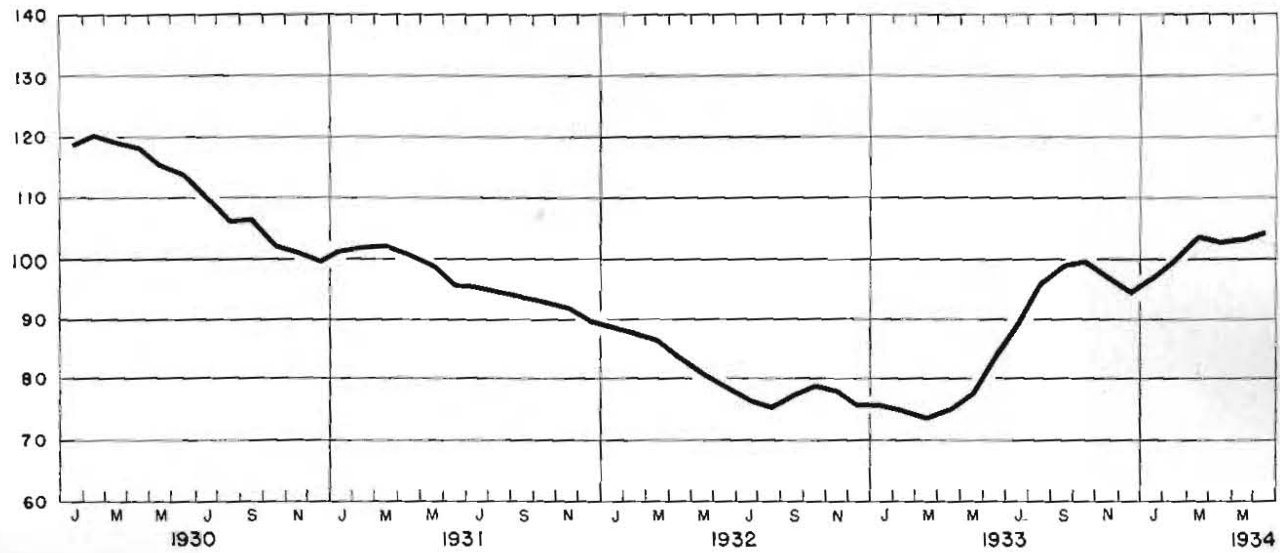
Year	Employment	Pay Rolls
1926	101.2	105.8
1927	98.9	101.8
1928	98.9	102.4
1929	104.8	109.1
1930	91.5	88.7
1931	77.4	67.5
1932	64.1	46.1

It will be noted that the cause for the increasing relief load prior to 1929 is not revealed in these figures, since 1929 is the peak for both employment and pay rolls. The latter showed a tendency to run ahead of employment figures from 1926 to 1929 inclusive. After 1930 pay rolls fell off more rapidly than employment, the result of part-time employment and reduced wage scales. While these figures are for the nation as a whole, it is believed that Indiana conditions were not far from the average. A monthly employment index for Indiana prepared by the Indiana University Bureau of Business Research beginning with January, 1930, seems to be in substantial agreement with the index of the Bureau of Labor Statistics. A graph of this index shown on the following page brings out somewhat more forcibly the drop in employment in the State.

EMPLOYMENT INDEX FOR INDIANA

JANUARY, 1930, THROUGH JUNE, 1934

DATA FOR JANUARY THROUGH JUNE, 1931 = 100



DATA BY INDIANA UNIVERSITY SCHOOL OF BUSINESS ADMINISTRATION

Local Relief Efforts

Of course, there was a lag between the growth of the unemployed class and the increase of relief rolls. Many of the unemployed had some savings upon which they drew in the hope of tiding themselves over until the nation had "turned the corner." A large percentage, however, had never been able to lay away a reserve and many of these had mortgaged their future through installment buying. To what extent this was true in Indiana is reflected in the relief figures during the early years of the depression. The year 1930 saw a 70 per cent increase in relief disbursements over 1929, and 1931 an 87 per cent increase over 1930. Perhaps the reason the increase was not much greater is due to the gallant attempts made by cooperating public and private organizations to meet the need. In Indianapolis such organizations as the Family Welfare Society, the Indianapolis Foundation, the Red Cross, and numerous others taxed their resources to the limit. A work program was instituted on December 2, 1930, by the Indianapolis Commission for Stabilization of Employment after nine months' study of the problem in conjunction with Indiana University, Bureau of Social Research. Up to September 26, 1931, the program provided in all 943,204 hours of work, with cash payments of \$49,494 and relief from township trustees amounting to \$68,428.¹ The work done was of a public nature including clean-up of parks, highways, alleys, and vacant lots. The program accomplished much good but its manifest inadequacy served to show that the problem was too large to be solved by private organizations.

National Political Situation

The course of unemployment relief was changed drastically when Mr. Roosevelt took office on March 4, 1933. His predecessor, Mr. Hoover

1. Emergency Work Relief, Colcord-Koplovitz-Kurtz.

while possessing perhaps the broadest grasp of economic conditions of any president of recent times, clung to the neo-classic school in his theory of government. Even though in his service as Secretary of Commerce he had multiplied the services of his department far beyond its former compass, he is popularly known as an advocate of laissez faire and "rugged individualism". What measures he might have taken to cope with the depression other than the establishment of the Reconstruction Finance Corporation cannot be gauged since he was rendered rather helpless after 1930 by a hostile Congress. Judging from his current speeches however, he would probably have left the alleviation of suffering largely in the hands of the state and local governments and semi-public welfare agencies. President Roosevelt immediately gave evidence of a social philosophy quite the opposite of that of Mr. Hoover and to a large degree in striking contrast to the platform on which he was elected. Stating that the emergency loomed larger than platforms or state rights, he at once took numerous measures, some of which have been mentioned, to halt the course of the depression and aid the distressed throughout the country. He came into office at a time when business was at the lowest ebb, and relief rolls were the highest ever known. A remarkable though temporary business recovery took place during the spring and summer of 1933, reflected in the relief load which made more than the usual seasonal decline.

Financial Situation

While in many communities private and public organizations acted together, the greater financial burden usually fell back on the trustee. Before 1931 it was possible to pay relief demands from county funds as provided by law. By 1931, however, these payments had become so heavy in some of the more populous counties that available funds were exhausted. Sanctioned

by the legislature, county poor relief bonds were floated by many counties in 1931 to pay obligations already incurred. These bonds found a ready market until the fall of 1932 except for those counties where legal complications or financial conditions made their sale impossible. On July 21, 1932, Congress passed the Emergency Relief and Construction Act directing the Reconstruction Finance Corporation "to make available out of the funds of the corporation \$300,000,000 ----- to be used in furnishing relief and work relief to needy and distressed people and in relieving the hardship resulting from unemployment." This money was to be loaned at 3% interest to the several states and territories upon application of the governor. A number of counties in Indiana were able to avoid extreme financial difficulties by applying successfully for these loans. Marion County obtained a loan of \$125,000 as early as October, 1932 and obtained altogether a total of \$1,416,935. In all, 23 counties and 4 cities - Hammond, Jascoville, Vincennes and Washington - received a total of \$5,179,931. These loans were later canceled by presidential authority. By the following spring the RFC relief fund was exhausted, but in May the Wagner Act made funds available in direct grants to the states as explained in Part II, Section I.

Need For Centralized Authority in the State

When the case load became heavy during 1931 and 1932, the minor shortcomings of the outdoor poor relief system became major faults which threatened to wreck the morale of whole communities. Maladministration due to lack of social training on the part of the trustees and their investigators, shortage of investigators, lack of uniformity in granting relief as between adjacent townships, and excessive purchasing costs were among the serious problems which arose. As mentioned in the previous chapter, the General Assembly of Indiana enacted five laws in 1932, designed to help the situation. But the crying need of a centralized authority for the state remained, and the

LOANS IN INDIANA BY THE
RECONSTRUCTION FINANCE CORPORATION

October 1932 - May 1933

COUNTY	OCTOBER	NOVEMBER	DECEMBER	JANUARY	FEBRUARY	MARCH	APRIL	MAY	GRAND TOTAL
Allen							\$187,000.00	\$73,566.00	\$260,566.00
Blackford								4,750.00	4,750.00
Clark				\$5,068.00	\$5,068.00	\$3,877.68	3,978.32		17,992.00
Delaware							40,000.00	37,960.00	77,960.00
Elkhart							25,000.00	30,180.00	55,180.00
Floyd							12,500.00	3,350.00	15,850.00
Grant					19,000.00	23,396.38	24,003.62	24,110.00	90,510.00
Howard		\$42,500.00	\$42,500.00	37,500.00	37,500.00	32,577.22	33,422.78	24,577.00	250,577.00
Johnson								3,000.00	3,000.00
Lake					278,000.00	152,027.06	155,972.94	142,650.00	728,650.00
LaPorte						45,114.52	46,285.48	50,000.00	141,400.00
Lawrence							10,315.00	10,625.00	20,940.00
Madison							73,630.00	38,767.00	112,397.00
Marion	\$125,000.00	\$125,000.00	\$200,000.00	\$205,935.00	200,000.00	176,471.64	204,528.36	180,000.00	1,416,935.00
St. Joseph		123,600.00	123,600.00	159,510.00	159,510.00	89,834.18	154,095.82	131,931.00	942,081.00
Shelby								10,000.00	10,000.00
Sullivan				16,533.50	16,533.50	18,361.70	18,838.30	7,559.00	77,826.00
Tippecanoe								18,320.00	18,320.00
Vanderburgh			67,900.00	68,440.00	68,440.00	92,302.14	81,197.86	90,000.00	468,280.00
Vermillion							18,000.00	42,110.00	60,110.00
Vigo					28,200.00	49,359.44	50,640.56	47,241.00	175,441.00
Wabash								10,000.00	10,000.00
Wayne								35,600.00	35,600.00
CITY									
HAMMOND				54,409.20	36,272.80				90,682.00
MASONVILLE						1,233.98	1,266.02		2,500.00
VINCENNES			13,528.00	24,633.60	16,422.40				54,584.00
WASHINGTON					13,400.00	12,043.70	12,356.30		37,800.00
TOTAL	\$125,000.00	\$291,100.00	\$447,528.00	\$585,429.30	\$976,990.40	\$698,912.24	\$1,140,675.06	\$1,016,296.00	5,179,931.00

Governor's Commission on Unemployment Relief was created to fill the need.

As might be assumed from the amount appropriated by the General Assembly for the administration of the Act of 1933, the Commission began in a modest way. The administrative staff at the state office in Indianapolis consisted of an executive director, an assistant director in charge of case work investigation and personnel, and an assistant director in charge of business administration; an auditor and statistician, and a small clerical force. Out in the State, a chairman was appointed for each of the twelve congressional districts and a chairman for each of the ninety-two counties. These chairmen served without pay. Two field supervisors worked under the direction of the headquarters staff. This small group strove valiantly to meet the ever increasing needs, to set standards for relief, and to reduce the waste in administration in the townships.

Civil Works Administration

Prior to the middle of November, 1933, the whole effort of the Commission was to feed, clothe, and house some three to four hundred thousand destitute people. The formation of the Federal Civil Works Administration and the choice of the Governor's Commission as the administrative agent for Indiana turned activities temporarily at least into a new channel. On November 17 following a conference in Washington attended by Governor McNutt, Mr. Hoke, and Mr. Book, over one thousand public officials of Indiana met in Indianapolis to learn about the program. They were asked to submit applications for civil works projects that were "socially and economically desirable". The response was immediate and inside of three weeks 3,000 projects which were to employ 110,000 people at a wage cost of \$17,500,000 and a material and equipment cost of \$2,500,000 were approved by the CWA examiners. This program continued through the winter and helped greatly to reduce the amount of direct relief necessary. A total of \$22,616,425.28 was paid as cash earnings under the pro-

gram. On March 31, 1934, the CWA program ended and was replaced by the newly organized Works Division of the Federal Emergency Relief Administration. The object was to give work to those on relief rolls, as the CWA program demonstrated that work relief has many advantages over direct relief. The principal difference between the CWA and the Work Relief program lay in the fact that under the latter only people on relief might be employed.

Expansion of Duties of Commission

In the meantime other duties were placed on the Commission; and by June, 1934 the state office was administering, in addition to the direct relief activities, a work program, under the supervision of John R. Curry, a surplus commodity program under Earl C. Wayland, a gardens and food conservation program under H. E. Young, a program for transients under Edward Di Bella, an education program under Winston Riley, Jr., and was beginning a rural rehabilitation program under Dr. E. H. Shideler. A number of related activities are also carried on, such as the Women's Work Division under the direction of Florence Kirlin, and the Indiana State Employment Service under the direction of M. F. Carpenter.

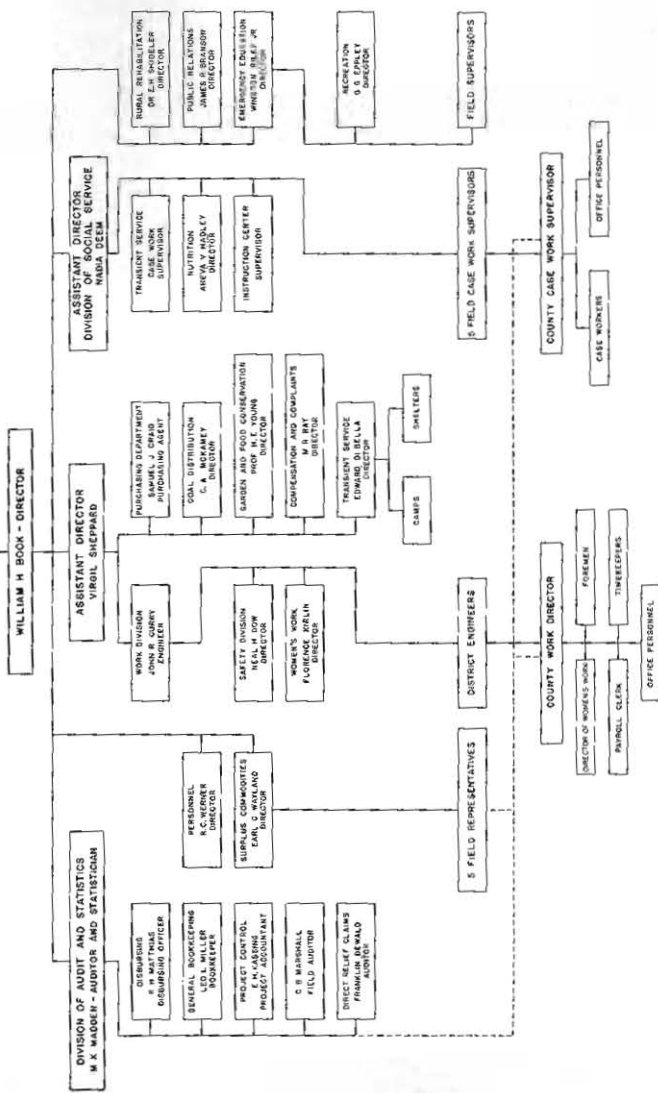
The general administration of the Commission was in the hands of William H. Book, Director, and Virgil Sheppard, Assistant Director. Miss Nadia Deem, Assistant Director, was in charge of all case work. The Accounting and Statistical Department, which was responsible for the accounting for all Federal Relief Administration funds, as well as for the periodic reports of case load and obligations required by Washington, was under the direction of M. K. Madden. All purchases made by the Commission were concentrated in the Purchasing Department of which Samuel J. Craig was the head. The nutrition department, a part of the Social Service Department,

was under the direction of Mrs. Areva Hadley. Mr. James K. Branson was director of public relations.

The policies of the Commission were determined to a large degree by the act under which it came into being and the rules laid down by the Federal Emergency Relief Administration in making grants to the States. Many competent observers feel that a sincere desire to make the administration of relief in Indiana economical as well as adequate motivated the organization, and that an effort was made to insure that the money spent should not only provide for the wants of those in distress, but add something of real social value to the community. The methods used by the Commission in meeting the relief needs and the technique employed in the administration of the various programs are amplified in the following pages, in which will be found supporting statistical data covering cases closed and obligations incurred.



STATE OF INDIANA
GOVERNOR'S COMMISSION ON UNEMPLOYMENT RELIEF
EXECUTIVE COMMITTEE
FRED HOKE - CHAIRMAN
WILLIAM A. HAEGER
REV. W. W. LYONS
GOVERNOR PAUL V. McNUTT
LOUIS J. BORNSTEIN
JAMES W. FEJLEN
WAYNE COY - SECRETARY



JUNE 30, 1934

SECTION III

GENERAL RELIEF PROGRAM

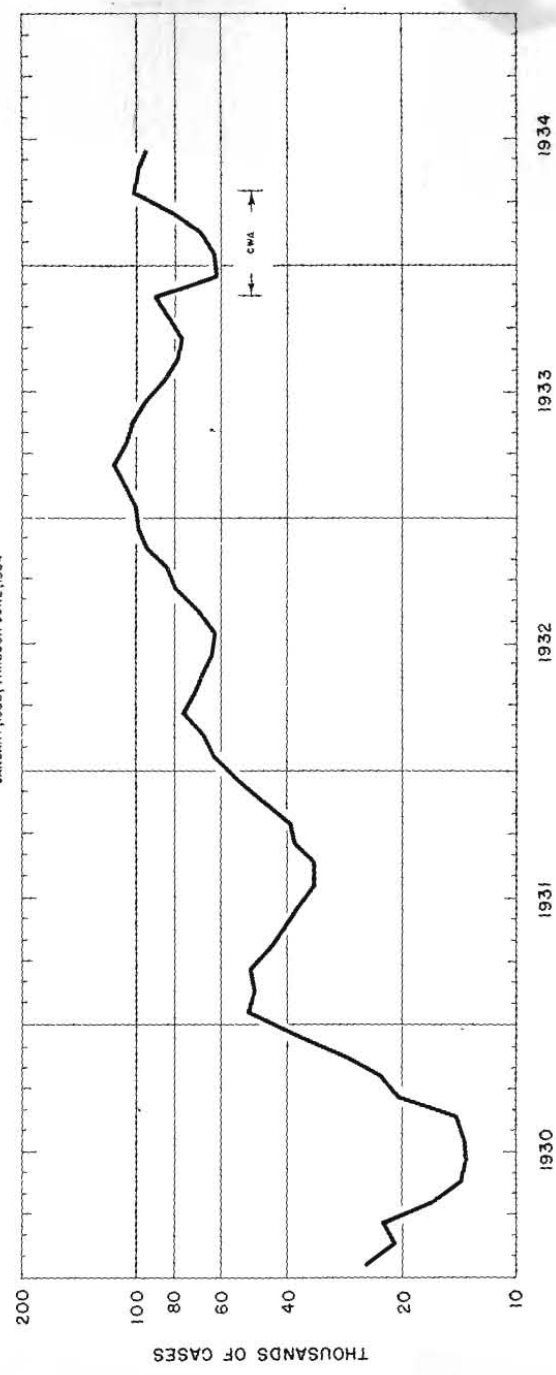
There were two major methods by means of which relief was extended to the unemployed, direct relief and work relief. Together they constituted what was known as the general relief program, under which the great majority of persons receiving relief in Indiana were cared for. The following figures provide a proof of the relative importance which this program attained. The total number of cases which received relief under all programs during the month of June, 1934, was 101,392, of which 95,833, or 94.5 per cent, were reported as receiving relief under the general relief program. Similarly, of the total obligations of \$2,685,116.84 incurred during June, 1934, for relief purposes, \$2,607,390.02, or 97.1 per cent of the total, was chargeable to it. This preponderance becomes more marked as the situation is traced backward from June, 1934 since the subsidiary programs administered by the Commission were added gradually. Prior to July, 1933, the month in which the transient program was begun, all relief granted from public funds came under the general relief program. Thus the discussion in the following paragraphs of the changes in the case load and the obligations of the general relief program is generally applicable to the whole relief situation.

100 90 80 70 60 50 40 30 20 10 0

PERCENT OF TOTAL

NUMBER OF RESIDENT CASES RECEIVING UNEMPLOYMENT RELIEF IN INDIANA

JANUARY, 1930, THROUGH JUNE, 1934



The General Relief Program as a Whole

Case Load.

A study of industrial pay rolls and of production indices seems to indicate that March, 1933 was the low point in business activity for the United States. What information is available leads to the conclusion that a similar statement may be made for Indiana. This condition was reflected in the relief rolls of the State which were the heaviest in March, 1933 of any month within the scope of this study. At this period of low ebb in business and maximum need for relief, the Commission was charged with administering the relief machinery of the State.

The accompanying chart gives a clear picture of the relief situation from the beginning of the depression until June, 1934. It will be seen that definite seasonal swings are in evidence, which are appreciably greater in the early years of the depression than later on. Despite these seasonal fluctuations a very decided upward trend is apparent. Though March, 1933 is the peak for the whole period of the depression up to and including June, 1934, the figures for April, 1933 of 107,061 cases and 412,961 persons represent the high point in Indiana for the period from April 1, 1933, to June 30, 1934. Similarly the September data which show a drop of 29.1 per cent in cases and 29.7 per cent in individuals from April, 1933, represent the low point for the period with the exception of the months during which the GWA was in operation. Much of this reduction was no doubt due to normal seasonal factors. However, the summer of 1933 saw a country-wide improvement in industrial and financial conditions. That this resulted in increased employment in Indiana is borne out by the rise in the Indiana Employment Index from 75.1 in April, 1933 to 98.9 in September, 1933, an increase of 31.7 per

cent. Just how much of the drop in case load was due to better financial conditions, how much due to normal seasonal factors, and how much may be credited to the Commission's efforts toward better investigation of relief applicants cannot be determined. It is known, however, that in certain counties the investigators discovered many people who were being carried on the relief rolls though they had no just claim to relief. Following the low point in case load in September, the usual autumnal rise may be traced to its peak of 89,529 cases and 346,745 persons which occurred in November. The drop following November is due to the inauguration of the CWA program which removed thousands of cases from the relief rolls as may be seen from the following table.

Month	Families Removed	Persons Represented by Families	Single Persons Removed	Total Cases Removed	Total Persons Removed
November, 1933	35,504	145,318	2,410	37,914	147,728
December	16,303	73,149	569	16,872	73,918
January, 1934	2,800	12,118	120	2,920	12,238
February	1,049	4,799	22	1,071	4,821

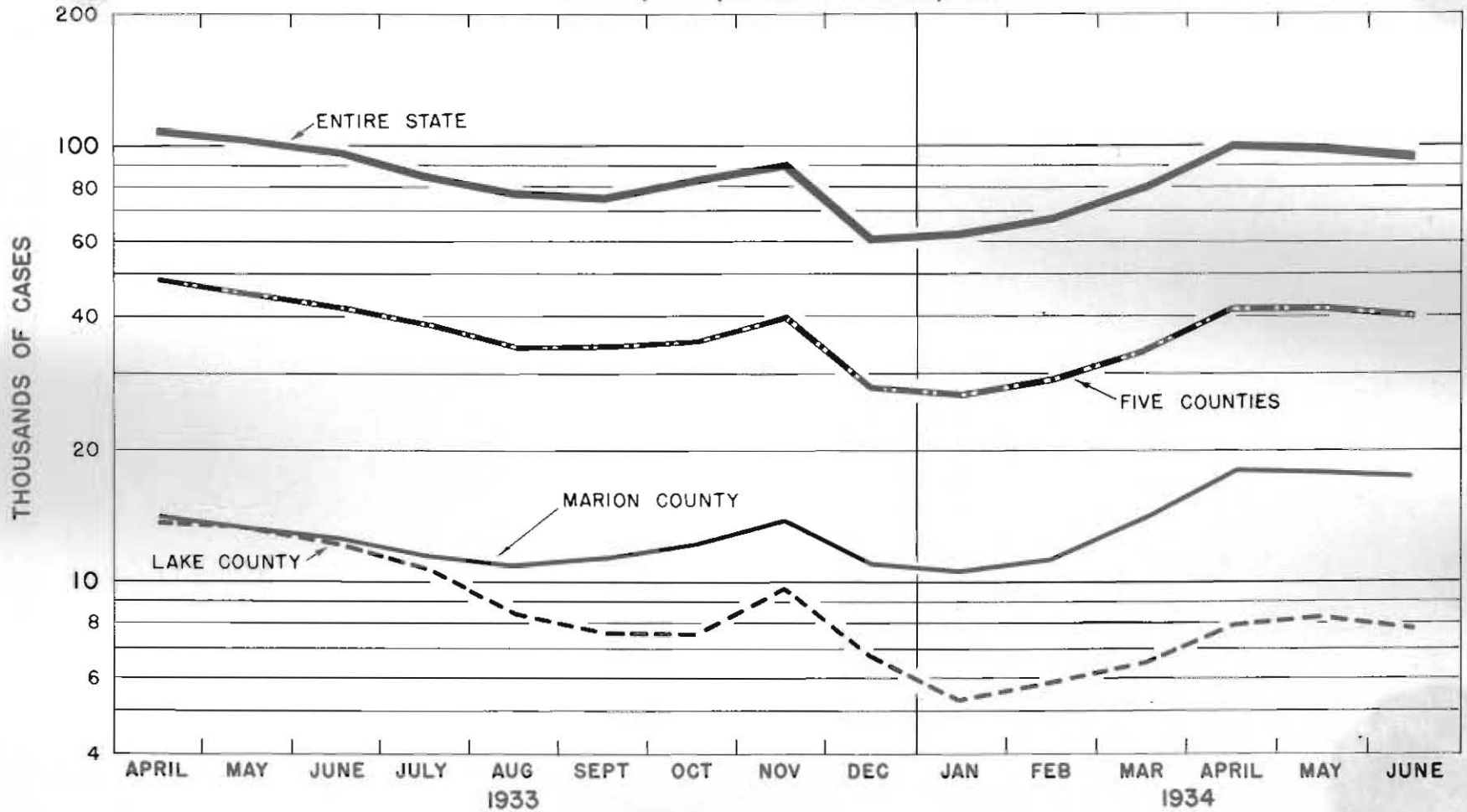
The maximum weekly number of employees of the CWA in each month is given below together with the period in which this maximum load occurred.¹

ENTIRE STATE	
November 24-30, 1933	42,972
December 22-28	104,935
January 12-18, 1934	105,488
February 9-15	101,243
March 2-8	78,979
April 2-5	32,006

1. These figures give no clue as to the number of people in the State who were supported by the program, as the number of dependents for each worker is not known.

NUMBER OF RESIDENT CASES RECEIVING UNEMPLOYMENT RELIEF IN INDIANA AND IN THE FIVE MOST POPULOUS COUNTIES

APRIL, 1933, THROUGH JUNE, 1934



What the case load might have been during the winter months of 1933-34 if there had been no CWA is impossible to determine, since the program gave work not only to persons on relief but to many who were not on the rolls but most certainly would have been added but for the CWA. It is not unreasonable to assume however, that there would have been a sharp seasonal peak comparable to, if not greater than, that of the previous year. It will be seen that the number employed diminished toward the end of the program which is reflected in a steadily increasing case load. By April, 1934 the case load had passed the 100,000 mark, from which it decreased to 95,835 cases in June, 1934, due mainly to seasonal factors. This was a 12.4 per cent decrease from the case load of April, 1933 when the Commission took over the relief problem.



An interesting comparison is brought out by the chart showing the case load for the State as a whole and for the five counties, Allen, Lake, Marion, St. Joseph, and Vanderburgh, in which the load is the heaviest. Though the curves for the five counties exhibit a high degree of similarity, the curves for Lake and Marion Counties open a field for speculation. Starting with a nearly identical case load, the curve of each shows similar short time fluctuations, but the trend in Marion Coun-

A relief family is a group of
together and are members all.

ty is upward while that in Lake County is downward. The case load as of June, 1934 was 17,733 in Marion County, an increase over April, 1933 of 27.7 per cent, while in Lake County a decrease of 42.6 per cent for the same period gave a case load in June of 7,867. The rather surprising downward trend in Lake County is possibly due to greatly improved conditions in steel and its allied industries upon which the county as a whole is so dependent.

To the casual observer a change in the total number of cases receiving relief would imply a corresponding change in the total number of persons aided. This does not necessarily follow and the rate of change is almost certain to be slightly different. This is explained by the fact that a case may consist of a single individual, or of several individuals belonging to a family group.¹ The relation of the number of cases to the number of individuals in these cases varies, therefore, both with the size of the

The preceding correlation exists as well between the number of cases and the percentage of population on relief. Investigation of the data will serve to show that in general as the percentage of population on relief changes, the number of cases on relief also changes directly.

families and with the number of single persons granted relief as individuals. Some interesting changes during the fifteen month period are brought out by the chart showing the number of persons per case and per family and the chart showing the percentage of single persons to total persons. An examination of

1. A relief family is a group of persons, either related or unrelated, who live together and are granted aid as a unit.

the former reveals that the average number of persons in April, 1933 was 3.86 and that following a drop in July, a maximum of 4.02 persons per case was reached in October, 1933. A decrease to 3.43 persons in January was followed by a return to a level for April, May, and June, 1934 similar to that of the corresponding months of 1933.¹ The average for the fifteen months is 3.75 persons per case. The fact that the figures for the CWA period fell considerably below the fifteen month average is probably due to the preference given to heads of large families in selecting workers, thus removing the large families from the relief rolls. A comparison of the curve for the number of persons per case and the curve for the number of persons per family reveals that the two curves are farther apart at the end of the period than at the beginning. This is due to the increasing percentage of single persons to total persons on relief which is shown in the second chart. In April, 1933 there were but 6,777 single persons out of a total

1. An interesting correlation seems to exist between the number of persons per case and the percentage of population on relief. Reference to the following table will serve to show that in general as the percentage of population on relief changes, the number of persons per relief case tends to vary directly.

Month	Persons Per Case	Percentage of Population on Relief
April, 1933	3.86	12.8
May	3.86	12.2
June	3.86	11.4
July	3.58	9.4
August	3.69	8.9
September	3.83	9.0
October	4.02	10.3
November	3.87	10.7
December	3.53	6.7
January, 1934	3.43	6.6
February	3.53	7.5
March	3.64	9.1
April	3.86	12.0
May	3.82	11.7
June	3.83	11.3

The Pearsonian coefficient "r" is 0.8115 which indicates a high degree of correlation.

of 412,961 or a percentage of 1.64, while in June, 1934 there were 11,470 single persons out of a total of 367,129, or a percentage of 3.12. The rise to 4.62 per cent in January, 1934 is due to the fact that few single persons were employed under the CWA. The general trend upward may be interpreted as showing an increasing effort to care for unattached persons in want.

Though the number of cases on the relief rolls serves admirably to reveal the trend from month to month, it does not in itself indicate the severity of the relief situation. A logical way of doing this is to compare the number of persons on relief rolls with the total population of the State. This relationship in the period beginning with April, 1933 is

shown on the accompanying chart with the 1930 Census figures as the basis. The curve, of course, exhibits characteristics quite similar to the one previously given for case load since the same factors enter into both curves. The average number of persons receiving relief during the 15 months' period was 10.0 per cent of the 1930 population, and it would of course have been somewhat higher had it not been for the CWA.

The following frequency distribution shows the variation in percentage of population on relief to total population in the counties during

June, 1934 with the 1930 Census as the basis.

Per Cent of Population on Relief in June, 1934	Number of Counties
TOTAL	92
5.0 per cent or less	17
5.1 to 10.0 per cent	45
10.1 to 15.0 per cent	18
15.1 to 20.0 per cent	8
20.1 to 25.0 per cent	3
25.1 to 30.0 per cent	-
30.1 to 35.0 per cent	1

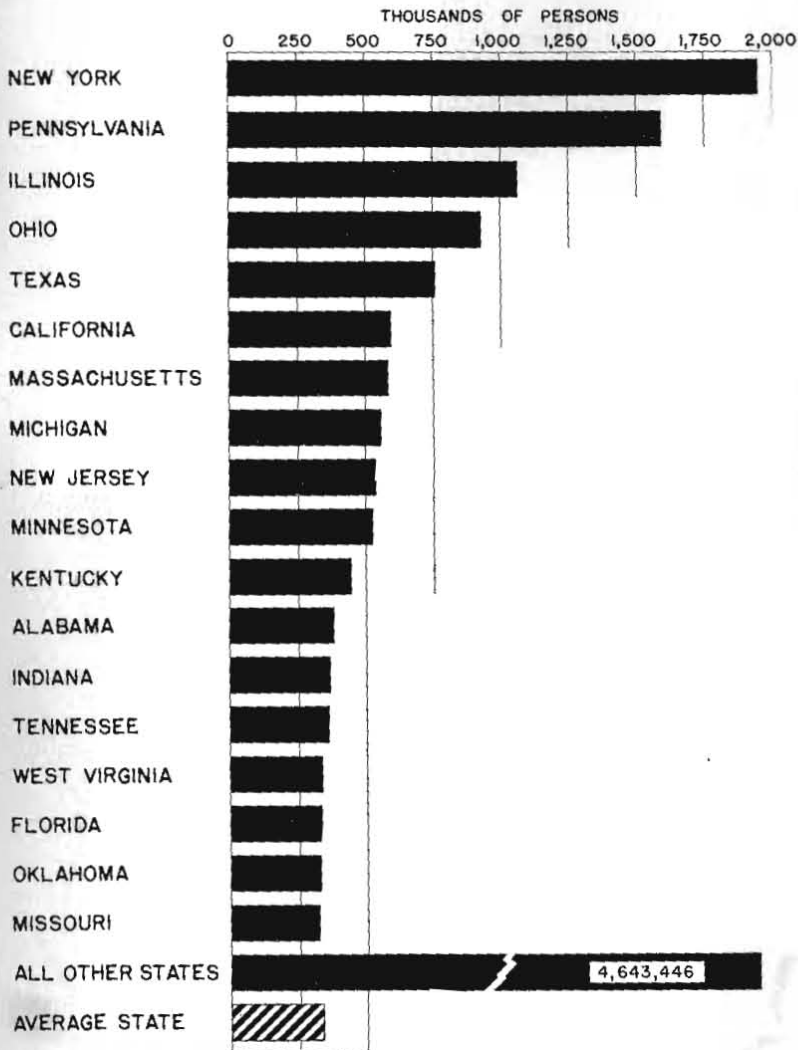
Vermillion and Sullivan Counties, in both of which coal mining ranks as the principal industry, had the highest percentages, 31.5 and 25.0 per cent respectively, Monroe County with 24.5 per cent and Lawrence County with 21.6 per cent, producers of building stone, were next. The counties (all rural) with the smallest percentages were Union with 1.3 per cent, Dubois with 2.0 per cent, Harrison with 2.2 per cent, and Scott with 2.6 per cent. The average for the State during June, 1934 was 11.5 per cent.

A comparison of the relief situation in Indiana during June, 1934 with that in the other States is presented by the following frequency distribution.

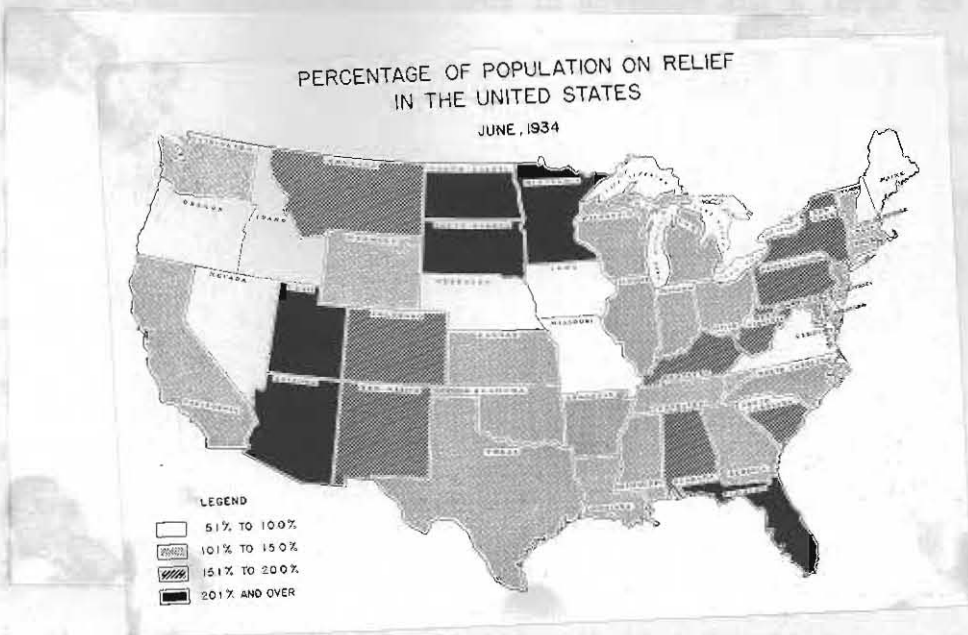
Percentage of Population on Relief	Number of States
TOTAL	48
5.1 to 10.0 per cent	10
10.1 to 15.0 per cent	23
15.1 to 20.0 per cent	9
20.1 and over	6

It will be noticed that the figure of 11.5 per cent for Indiana places the

NUMBER OF PERSONS ON RELIEF IN INDIANA AND OTHER STATES JUNE, 1934

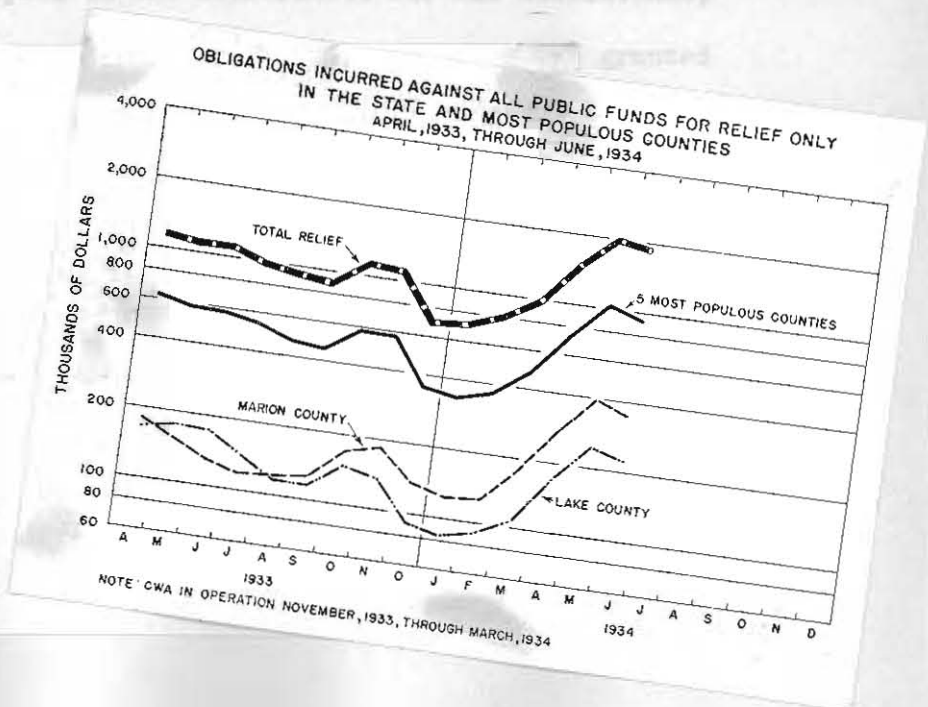


state in the largest class which contains 22 other States. However, the percentage for continental United States during June was 13.7 per cent. The above figures cover not only the general relief program, but also rural rehabilitation, emergency education, and student aid. Including these programs the figure for Indiana is 11.8 per cent.



obligations.

The obligations incurred against all public funds for relief granted under the general relief program in Indiana to June 30, 1934 (not including



administrative expense) are shown in the accompanying chart. They show a steady decline from \$1,222,434.04 in April, 1933 to \$927,861.51 during August, a decrease of 24.1 per cent. By October however, the obligations had arisen to \$1,195,232.67, nearly equal to the April figures. The advent of the CWA program caused a slight drop in November and a large one in the next month. The December total of \$695,531.03 is the lowest in the fifteen months under analysis. From this low, the figures gradually rise, at first probably due to normal seasonal increase, but later to restoring CWA workers to relief rolls. There is no sharp break in the curve as a result of the change from the CWA program to the FERA works program in April, but rather a steady rise until a high of \$2,051,084.52 is reached in May, an increase of 67.8 per cent over the figure for April, 1933.

In discussing the obligations incurred for relief it is advisable to obtain some measure of the amount incurred for each case. The figure ordinarily used is the average obtained by dividing the total relief granted by the total number of cases receiving relief. Though such figures serve to indicate the trend, they do not represent the average relief granted in one month to cases which depend on the authorities for all subsistence, as oftentimes relief was granted to supplement other income or was granted during part of a month only. Also, the value of Federal Surplus Commodities is not included in the relief statistics. The counties having the highest 15 month average for relief granted (total relief granted during 15 months divided by the cumulative total cases) were Allen with \$17.89, Adams with \$17.05, and Lake with \$16.84. Those having the lowest 15 month average for relief granted were Crawford with \$6.57, and Spencer with \$7.05.

standards become more rigorous, the administrative cost is
relatively. For the month of June, the administrative cost is

The table below shows the fifteen month average by counties in the form of a frequency distribution.

Average per Case	Number of Counties
TOTAL	92
\$5.00 to \$9.99	21
10.00 to 14.99	63
15.00 to 19.99	8

In June, 1934, the counties with the highest average per case were Lake with \$29.15, and Allen with \$26.12. Those having the lowest average per case were Union with \$5.79 and Switzerland with \$8.79. The average for the State as a whole was \$20.23. The following table presents a comparison of averages for April, 1933, and June, 1934.

Average per Case	April, 1933	June, 1934
TOTAL	87 ¹	92
\$4.99 or less	4	-
\$5.00 to \$9.99	49	5
\$10.00 to \$14.99	25	26
\$15.00 to \$19.99	6	45
\$20.00 to \$24.99	2	14
\$25.00 to \$29.99	1	2

1. No data from 5 counties. Quarterly reports filed.

It will be seen that there was a distinct shift to higher averages in June, 1934, which was due entirely to the work relief program.

Obligations for administration of the general relief program for April, 1933 were \$31,292.80 which was but 2.5 per cent of the total relief plus administration cost of \$1,253,726.84. As the program expanded and standards became more rigorous, the cost of administration mounted relatively. For the month of June, 1934, the administrative cost (state

and local) equalled \$156,916.82 which was 7.5 per cent of the total relief and administrative costs of \$2,095,377.86.

Comparison of Direct and Work Relief

Investigation Common to Both

In order to reach a clearer understanding of the general relief program it is necessary to be familiar with the two methods of dealing with the relief problem which comprised the program. Both methods were based on a careful investigation of the applicant. The Commission early realized that proper investigation is the key to adequate and efficient relief administration and began the task of building an organization of trained social workers. A case work supervisor was placed in charge of investigation work in each county as soon as practical. Investigators, authorized by the Acts of 1933, made a field study of each applicant for relief whose case, as set forth in the initial interview, appeared to merit consideration. A complete case record was prepared which included the names of near relatives who by law might be required to extend aid. The health and occupational status of each person covered by the case together with an itemized list of resources and obligations, to the reliability of which the applicant testified under oath, was part of the record. On the basis of the above information an estimate was made of the monthly requirements with off-sets for any income, either earned or received as gifts from private resources. The monthly budget thus determined was checked periodically for changed conditions which might justify increasing or reducing the amount of relief granted, or discontinuing it altogether. The budget for direct relief cases was presented to the trustee as a criterion to guide him in granting aid. When adhered to, it formed the foundation for a scientific administration of direct relief, and was largely responsible for the wide-spread replacement of haphazard giving according

to the whim of the trustee, by intelligent aid based upon actual need. That it was not generally adhered to will be apparent from an examination of the relief statistics. The budget for cases certified for work relief was uniformly higher than that for direct relief, in some measure because the relief was in return for work performed, but mainly because the work relief earnings were paid by the Commission from federal funds and according to federal standards.

Direct Relief.

The granting of direct relief in Indiana was by statute a function of the township trustee. Though this method of local control may have the advantage of keeping costs at a minimum, the wide variation in relief standards and administration in the townships and counties of the State made the shortcomings of this decentralized system glaringly apparent to those who scrutinized poor relief reports. In some townships relief was dispensed freely, in others, trustees with a desire to make a record for economy were reluctant to supply even the bare necessities of life. The impact of the depression upon this system accentuated its weaknesses to such an extent that the 1933 General Assembly authorized the appointment of the Commission for the purpose of investigating the whole relief system, to the end that a measure of uniformity in relief standards might be obtained by making relief commensurate with the need. Its hand was strengthened by the Federal Emergency Relief Administration which required that local agencies observe its standards in order to receive federal funds. The trustees in those townships desiring federal aid were required to sign an agreement pledging their cooperation with the Commission. In June, 1934, the Commission as the federal agent, paid a percentage of direct relief

costs in 419 townships (distributed over 40 counties) which were unable to meet their obligations out of local funds, and all the wages on work relief projects in 80 counties. Thus federal aid tended to stabilize and standardize the administration of relief throughout the State.

One of the earliest changes brought about by the Commission was the abolition of the "basket system", which was so universally condemned by both students of social welfare and by the recipients of relief. It still served as a medium of relief over a wide area when the Governor's Commission on Unemployment Relief took charge. Little need be said regarding the shortcomings of this method of providing relief or the vicious conditions which it engendered. No one regretted the Commission's action which resulted in an almost universal abandonment of this thoroughly discredited system, save those who had profited by the opportunity it offered for petty grafting. The "baskets" were superseded by the grocery order. Periodically an order was given to the relief family by the trustee, which could be exchanged for food at the grocery the client normally patronized. Freedom of choice in purchasing was allowed within a prescribed list of staples. This made possible a considerable degree of variation in the fare, which was reflected in better health and improved morale. In some localities the trustees required that clients, physically able, perform certain tasks such as sawing wood or digging coal in exchange for relief. (Under the statute the trustee might refuse aid to a person who would not perform work when it was provided.) The procedure for federal aid counties differed somewhat in that the social service worker often wrote the order although it remained an obligation of the trustee. Some of the large urban counties limited the grocers who could fill orders to those which maintained cer-

the trustee was not concerned

tain standards, and those counties issued a weekly price list giving the maximum prices which might be charged for the various items. A number of counties took advantage of the 1932 law authorizing the establishment of county poor relief commissaries. It is claimed that sizable economies were effected through mass purchases. These commissaries usually served also as distribution depots for commodities of the Surplus Relief Corporation which were given in addition to the regular budget.

The necessities of life other than food were handled in much the same manner. Orders were given for clothing, shoes, and household necessities. A limited portion of these items were manufactured or repaired on work projects and distributed through the county organizations. Fuel is a large relief item during the winter months, as it averages better than 20 per cent of direct relief expenditures. Indiana, in common with other states, received a great deal of federal surplus coal. This was handled in many cases through an arrangement with local dealers whereby they were paid for the delivery of coal to the home of the client. Additional coal was purchased at the mine by the Commission and shipped to counties receiving federal aid, for distribution. A great deal of coal, however, was obtained by clients directly from local dealers on trustees' orders. Medical aid, including hospitalization, makes up from 15 to 20 per cent of the direct relief obligations. Regulations for the handling of this type of relief are contained in the poor relief statutes although departures were allowed in case of emergency. Some counties placed physicians on their pay rolls at a fixed stipend. Under the statutes the trustees are obligated to provide shelter and utilities for the poor. In some instances the rent was paid for the client, in other cases houses were secured rent free by making improvements and paying taxes. Too often, however, the trustee was not concerned with providing shelter and the burden of

doing so fell upon those landlords who were too humane to evict the help-
less tenants. A few of the large urban centers handled the matter through
the county social service department by the creation of emergency housing
divisions.

A complete itemized record was made of the relief given each case on
an individual card. When the order was written or shortly thereafter, the
amount and kind of each commodity on the order was recorded. As the card
also carried the amount of the monthly budget and was referred to in writing
the order, it was not difficult to keep the total relief granted during the
month within the budget. Surplus commodities and work relief earnings were
recorded on the same card. This card formed the basis of all reports on re-
lief expenditures in the townships.

The direct relief obligations for three representative months, broken
down as to type of relief, are shown in the following table as cents on the
dollar.

	December, 1933 Cents	March, 1934 Cents	June, 1934 Cents
TOTAL	100.0	100.0	100.0
Food and Household Necessities	52.7	54.3	65.4
Medical Aid (Including Hospitalization)	15.8	14.5	19.7
Fuel	21.9	22.0	2.6
Clothing	4.2	4.5	4.0
Shelter	1.6	1.6	2.6
All Other	3.8	3.1	5.7

The increase of 12.7 cents in food and household necessities in June,
1934, over December, 1933, is notable. Fuel dropped 19.3 cents as might
be expected. Increases in medical aid and shelter were indicative of the
work relief was superseded
projects operated until

approach of a period where more attention could be given to other adjuncts of social welfare than alleviation of hunger. During the first two months for which the breakdown of expenditures is given there was no work program other than CWA. In June the obligations for work earnings exceeded those for direct relief but there is no way of determining exactly how these earnings were used.

Work Relief.¹

While direct relief is the time-honored method of dealing with the problem, comprehensive work relief programs are of recent origin. Prior to the formation of the Governor's Commission on Unemployment Relief, some attempts were made to provide work relief. In Indianapolis as early as December, 1930, a program using private funds was begun, as previously mentioned. A special session of the legislature in the summer of 1932 diverted a portion of the gasoline and auto license tax back to the cities and counties for street and road maintenance, and these sums financed some small local programs. From April up to December, 1933, a work relief program was carried on under the auspices of the State Highway Commission with state funds. It consisted largely of shoulder building and maintenance on state roads. From December, 1933 until April, 1934, the Civil Works Administration conducted the nation-wide effort outlined in Section III of Part II. After the suspension of CWA activities on March 31, the Work Division of the Federal Emergency Relief Administration took over all desirable local and state civil works projects in operation on that date. Some idea of the philosophy which was behind the program may be gleaned by quoting from the Works Manual. "The primary function of the Work Division is to plan and

1. ERA work relief was superceded by WPA on August 1, 1935. Some projects operated until December, 1935.

conduct work projects upon which eligible workers can be employed as far as possible at their normal occupations or professions in accordance with their previous training and experience, and to make certain that these projects are carried out in accordance with FERA requirements."¹ These workers were required to have been on direct relief rolls for a month before becoming eligible for work relief.

The type of work allowed under the rules of the FERA was set forth as follows: "All projects must be approved by the State Emergency Relief Administrator. Projects shall be of public character, of economic and social benefit to the general public, or to publicly owned institutions, or to the Relief Administration. All projects shall be undertaken independently of work under a contract, or for which an annual appropriation has been made and must be, in general, apart from normal state and local governmental enterprises."¹ In the case of projects originated by other divisions of the Commission these sponsors might supervise the work. The fields of activity included improvement of public property such as city, state, and national parks and recreational facilities; schools, auditoriums, and community houses; water works extension, sewer systems, grade crossings, etc. These improvements were to be independent of work under contract or for which appropriations had been made. In the field of housing, remodeling and repairing could be done to pay rent both for families on relief and for administrative quarters. Transient shelters, canneries, work rooms, etc. might be built as work projects. Goods for consumption by relief families such as clothing, food, household furnishings and necessities might be manufactured on projects. Public welfare work, nursing, and recreation programs were eligible so long as the regular

1. Manual of Works Division Procedure.

personnel was not replaced. Public education, arts, and research could be carried on under the Works Division. It was planned that relief workers of all grades of education and training should find work at "their normal skills, occupations or professions."¹

ERA work relief was carried on in each county under a work director who was responsible to the State Supervising Engineer. It was his duty not only to supervise all projects in his territory but to originate projects and pass on those proposed by other persons before submitting them to the state office for approval. The position required executive ability of a high order coupled with a capacity for detail and a considerable degree of tact. Cordial relations had to be maintained with county officers and private business to prevent antagonism to the program. The fact that the work was required to be non-competitive made the origination of projects increasingly difficult as the amount of money available for work relief was increased.

The amount of cash which a worker was allowed to earn in any month was based upon the number of his dependents and was determined from a schedule issued by the Works Division of the GCUR. Unlike the direct relief budget which, after determination by the case worker, was generally offered only as a suggestion to the trustees and not made mandatory, the work relief budget was strictly adhered to. An attempt was made to divide the time the client was allowed to work so that the sum earned per week should be constant. The minimum and maximum hourly rate for each class of worker was determined by the county wage committee, which consisted of the county relief chairman, a representative of business, and a representative of labor. These rates were made comparable with those paid in private

1. Manual of Works Division Procedure.

industry for the same class of labor. Knowing the worker's wage rate and his monthly budget, it was a simple matter for the work director to determine the number of hours per month the man might work. It was not quite so simple, however, to plan a project to run smoothly and efficiently when some men worked as little as six hours a week and some as much as twenty-four hours. In the higher grades of skilled labor or in professional work, this became increasingly difficult and frequently taxed the ingenuity of the works director. Occasionally, it was necessary to employ skilled workers on a non-relief basis for supervisory positions but this was not encouraged.

A table showing the applications for FERA work projects cumulative as of July 15 is given below, together with total estimated costs including labor, materials, and equipment.

Type of Project	Number of Projects Approved	Number of Persons Employed	Labor Cost	Total Cost
TOTAL	1,981	84,036	\$12,426,972.72	\$16,389,603.12
Planning Projects	14	225	84,824.60	91,493.31
Public Property Projects	1,338	75,175	10,547,345.25	13,672,469.40
Projects to Provide Housing	9	428	51,385.60	121,994.11
Production and Distribution of Goods Needed by Unemployed	151	3,213	504,896.38	619,856.69
Public Welfare, Health and Recreation	166	3,285	797,116.44	1,334,809.57
Public Education, Arts and Research	193	1,263	211,009.75	230,322.52
Administrative Projects	80	402	220,831.80	262,043.29
Tool and Sundry Equipment	30	45	9,562.90	56,614.23

Relative Importance of Direct and Work Relief.

In comparing the direct and work relief programs we shall consider first the share of the case load borne by each. It is important to remember in making an analysis that from April, 1933 to December, 1933, inclusive, there was no comprehensive work relief program, that from December, 1933 to March,

1934, inclusive the CWA program was in operation, and that in April, 1934 the FERA work program was inaugurated. An index has been prepared with April, 1933 as 100 which indicates the trend of the case load for each program.

Month	Cases		
	Total Relief	Direct Relief	Work Relief
April, 1933	100	100	100
May	96	93	120
June	90	84	128
July	80	85	52
August	73	79	42
September	71	71	81
October, 1934	78	74	136
November	84	85	126
December	57	66	-
January, 1934	58	67	-
February	64	73	-
March	74	86	-
April	94	101	159
May	93	84	237
June	90	72	276

It will be noticed that while the index for total unduplicated cases dropped 10 points from April, 1933 to June, 1934, the index for direct relief dropped 28 points. The index for work relief on the other hand increased from 100 in April, 1933 to 276 for June, 1934. This growth in

work relief cases until they reached a low of 42 in August, 1934, by January, 1934, they had risen to 67, and by June, 1934, they had risen to 276. This growth in work relief cases is due to the fact that the work relief program was inaugurated in April, 1934 when the total relief cases were 100. The influence of the work relief program is also shown by the fact that the total relief cases were 90 in June, 1934, but the work relief cases were 276. This work relief is the difference between the total relief cases and the direct relief cases. The FERA work program was inaugurated in April, 1934 and the total relief cases were 94 in April, 1934, 93 in May, 1934, and 90 in June, 1934.

the relative importance of work relief is even more evident in the accompanying chart showing the percentage of the unduplicated case load receiving work earnings during each of the 15 months.

An interesting side-light on the relative progress of the work program in Indiana may be gained by a comparison with the figures for the country as a whole, even though the period considered is too short to permit any definite conclusion to be drawn.

	Total Relief Cases	Number Receiving Work Relief	Per Cent of Total	Per Cent for Country as a Whole ¹
April, 1934	100,154	21,343	21.3	26.4
May	99,351	31,938	32.1	31.1
June	95,835	37,198	38.8	34.9

Although Indiana's program got under way a bit slower than the average for the country, by May it was leading in proportion of work relief cases to total relief cases.

A comparison of the obligations incurred for direct and work relief serves to bring out even more forcibly than the case load comparison the comparative importance of work relief after the beginning of the FERA work program. Direct relief obligations which totaled \$1,081,736.46 in April, 1933 showed a steady decline until they reached a low of \$194,653.67 in December, 1933. By January, 1934, they had risen to \$724,210.15 and steadily increased thereafter until April when the obligations incurred totaled \$1,132,765.68. The influence of the new work program is seen in the drop to \$772,384.09 by June, 1934. Work relief obligations did not reach the \$300,000 mark in the first eight months of the Governor's Commission on Unemployment Relief. With the FERA work program, however, they began a rapid expansion until in June, 1934 obligations reached \$1,230,472.10 which

1. Monthly Report of FERA.

was 59 per cent greater than the expenditure for direct relief in that month.

The trend may be seen by referring to the chart of obligations incurred.

The following index numbers based on April, 1933 as 100, serve to bring out the changes in the two programs for the fifteen month period.

Month	Obligations		
	Total Relief	Direct Relief	Work Relief
April, 1933	100	100	100
May	93	90	119
June	92	87	137
July	83	84	68
August	76	78	61
September	76	74	93
October	98	83	210
November	93	88	130
December	57	64	-
January, 1934	59	66	-
February	66	75	-
March	82	93	-
April	122	102	281
May	168	82	830
June	159	65	875

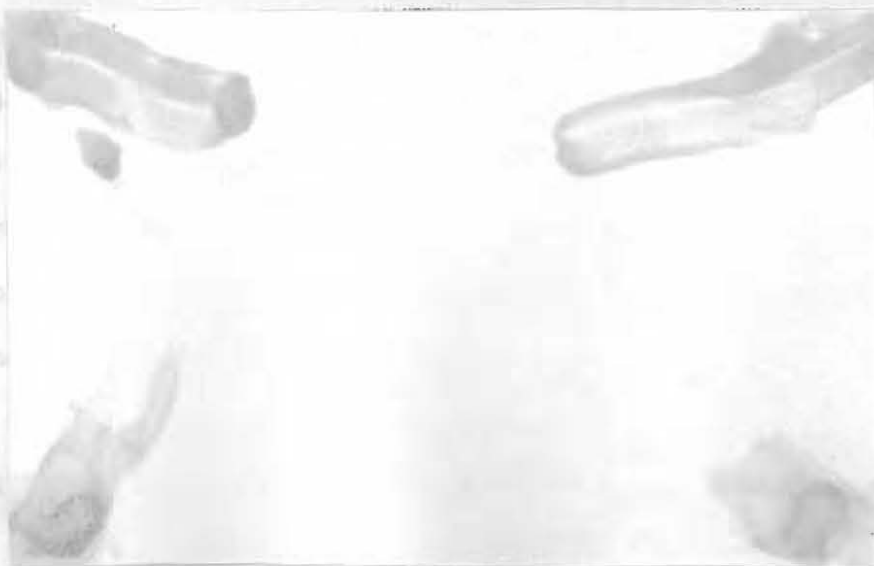
The relative importance of obligations incurred for work relief in the general relief program is brought out forcibly by the accompanying chart.

It will be noticed that the highest relative percentage up to the period

of the FERA work program, was 24.8 which occurred in October, 1933, just prior to the beginning of the CWA. At this time direct relief obligations were nearing the low point. There was no work program as such between December, 1933 and March, 1934 because of the CWA. In April, 1934, the first month of the new work program, the percentage was 26.4 from which it increased to 63.5 per cent in June, 1934.

Possibly the most interesting comparison of direct and work relief is to be had by contrasting the average relief per case. The monthly averages for the State incurred under the direct relief program show a remarkable consistency during the whole 15 months. A maximum average of \$12.89 was reached in October, 1933, while the minimum average of \$10.49 occurred in June, 1934. The work relief averages exhibit quite different characteristics. In the period from April to November, 1933, when the work program was purely a local proposition, the monthly average per case fluctuated from \$10.45 in April to \$16.22 in October. The influence of federal supervision is seen in the averages for April, May and June of 1934, which are several times as large as the ones for the earlier months. The averages for each of the fifteen months may be compared by use of the accompanying chart.

A comparison of the direct and work relief averages in the 92 counties



During June, 1934 is given below in the form of a frequency distribution.

Average per Case	Number of Counties	
	Direct Relief	Work Relief
TOTAL	92	80 ^a
\$4.99 or less	2	-
5.00 to \$9.99	51	1
10.00 to 14.99	38	1
15.00 to 19.99	1	5
20.00 to 24.99	-	15
25.00 to 29.99	-	27
30.00 to 34.99	-	23
35.00 to 39.99	-	6
40.00 to 44.99	-	-
45.00 to 49.99	-	2

a. Twelve counties had no work program in June, 1934.

The counties having the highest averages per case for direct relief were Lake County with \$18.40, and LaGrange County with \$14.74. The counties having the lowest average per case were Jefferson County with \$3.63, and Pike County with \$4.62. The highest averages for work relief were reported by Elkhart County with \$52.22, Lake County with \$48.63, and Vermillion County with \$45.74, while the lowest were reported by Owen County with \$9.60 and Starke County with \$11.92.

Social Contribution.

An appraisal of the social philosophy underlying the two programs perhaps would not be out of place. There is little that may be said regarding the social contribution made by direct relief beyond keeping people from starving, and perhaps few good arguments for its retention as a long time program other than its low cost. A consideration of work relief however, involved a number of valid arguments pro and con, since in theory it goes beyond simple humanitarianism in an effort to make a positive contribution to the individual and the community. Work relief, if properly administered, is said to preserve occupational skills, restore confidence,

and develop that feeling of freedom and self-reliance popularly attributed to the American workman. Work relief, according to its proponents, has helped to improve and preserve the health, education, arts, and general welfare of the citizens. Much public property has been saved from deterioration due to neglect. The production and distribution of goods needed by the unemployed has reduced direct relief expenditures in many townships of the State. Conversely, work relief is comparatively expensive as is evident from the average cost per case and the total obligations incurred. Work relief is difficult to administer, for, with limited budgets and hourly rates comparable with those paid in private industry, skilled workmen even with large families seldom may work more than a few days a week. This means excessive labor turnover which is difficult to handle on production or construction projects. Then too, projects must be non-competitive with private industry which brings up many problems in those counties with large work programs.

Financing the Program

History.

Considerable has been said in previous chapters regarding poor relief financing. The Indiana statutes are quite explicit in specifying the manner in which poor relief funds shall be raised.¹ When the required amounts could no longer be raised through taxation, some of the local units turned to bond issues. It may be recalled that this expedient was short-lived because of failure of the bond market to absorb new issues. Certain counties carried on work relief projects paid for by diverting some of the gasoline tax funds to this use. Following October, 1932, 23 counties and four cities negotiated loans from the Reconstruction Finance Corporation. The Acts of 1933 authoriz-

1. Burns Annotated Statutes, 1933.

ing the formation of the Commission appropriated two million dollars for relief but the money was never utilized. The Wagner Act of May, 1933 marked the federal acknowledgement of the fact that the RFC loans were but a stopgap. The grants made to Indiana under the Wagner Act by the FERA were used in paying a percentage of the direct relief obligations in those counties where outside aid was imperative. In June, 1934 there were 39 of the 92 counties in Indiana receiving federal aid for their direct relief work. Earnings under the work program were paid for wholly from federal funds while materials were in general furnished from local funds. In June, 80 counties were conducting a work program with federal funds.

The administration of federal relief funds was in the hands of the GOV. To be eligible to receive federal funds the trustee agreed to accept the supervision of the state office in granting direct relief. When a county or a township requested help in paying direct relief obligations a detailed investigation was made of the finances of the unit applying for aid and a decision was reached as to what aid if any should be given on the basis of the findings. Up to March, 1934 funds were advanced to the County Auditor on a basis of his monthly report of obligations, to cover a percentage of the allowable items. As the funds so advanced were at times used by some County Auditors to pay other than allowable items, it became advisable for the Commission to take over the actual payment of claims. The state office accordingly drew checks each month to reimburse the individual creditors as reported by the Auditors. The policy of the Commission was to make federal funds available for direct relief not only in instances where local funds from taxation were exhausted but also in those cases where it appeared that such aid would help to re-establish the finances of the local unit on a sound basis.

In the matter of work relief a different procedure was used. Work relief

grants were available to urban townships without formal applications; rural townships were required to make application and agree to co-operate with the state office. The amount of work relief funds granted to any township was determined by the case load and the cost of living. An average budget was determined for work relief in the locality under question. This budget multiplied by the latest unduplicated case load gave a theoretical allotment. This allotment was then reduced by a factor determined by dividing the total of the allotments for all units by the total amount which had been set aside by the Commission for work relief for the month. The resulting figure was the amount actually available for work relief in the unit during the month. In counties where conditions warranted special grants in excess of the amount obtained by the above method were made.

Source of Funds.

For the fifteen months ending June, 1934, the total commitments for the general relief program amounted to \$19,435,654.74. Direct relief was responsible for \$13,321,209.48 or 68.6 per cent of this total. Work relief earnings amounted to \$4,087,519.81 or 21.0 per cent of the general relief program commitments. Of this sum \$1,293,953.65 was obligated during the period from April, 1933 to November, 1933 inclusive, while the remaining relief earnings of \$2,793,566.16 were paid under the FERA work program during April, May, and June, 1934. County relief administration accounted for \$882,834.67 or 4.5 per cent of the total obligations, while state relief administration accounted for \$191,715.83 or 1.0 per cent. Obligations other than relief or administration for the FERA work program, which consisted almost entirely of purchases of materials, equipment rentals, and non-relief labor amounted to \$943,182.80 or 4.9 per cent.

SOURCE OF FUNDS FOR VARIOUS PROGRAMS OR ACTIVITIES

APRIL, 1933 - JUNE, 1934

	<u>TOTAL FUNDS</u>	<u>FEDERAL FUNDS</u>	<u>LOCAL FUNDS</u>	<u>LOCAL</u>	<u>STATE</u>
TOTAL OBLIGATIONS INCURRED	19,957,078.46	12,120,646.61	7,836,431.85	7,815,968.84	20,463.01
General Relief Program	19,435,654.74	11,618,060.35	7,817,594.39	7,797,131.38	20,463.01
Direct Relief	13,321,209.48	7,813,646.55	5,507,562.93	5,506,815.25	747.68
Work Relief	4,087,519.81	2,793,566.16	1,293,953.65	1,293,953.65	-
County Relief					
Administration	882,834.67	683,154.75	199,679.92	199,679.92	-
State Relief					
Administration	191,715.83	172,000.50	19,715.33	-	19,715.33
Obligations Other Than					
Relief or Administration	952,374.95	155,692.39	796,682.56	796,682.56	-
Work Program	943,182.80	148,710.85	794,471.95	794,471.95	-
Other Than Work Program	9,192.15	6,981.54	2,210.61	2,210.61	-
Transient Program	261,431.24	242,593.78	18,837.46	18,837.46	-
Relief	193,001.88	174,164.42	18,837.46	18,837.46	-
Administration	68,429.36	68,429.36	-	-	-
Other Than Relief or					
Administration	-	-	-	-	-
Rural Rehabilitation Program	-	-	-	-	-
Relief	-	-	-	-	-
Administration	-	-	-	-	-
Emergency Education Program	182,175.20	182,175.20	-	-	-
Relief	181,494.70	181,494.70	-	-	-
Administration	680.50	680.50	-	-	-
Other Than Relief or					
Administration	-	-	-	-	-
Aid to College Students	77,817.28	77,817.28	-	-	-

The FERA supplied \$11,618,060.35 or 59.8 per cent of the total obligations for the general relief program, and the local units \$7,817,594.39 or 40.2 per cent. Mention was made earlier of the fact that the two millions of state funds appropriated for relief under the Acts of 1933 never came into the hands of the Commission. This is further attested by the fact that but \$20,463.01 of state money was obligated during the period and \$19,715.53 of that was for administration. Federal funds were used for 58.7 per cent of the direct relief obligations, 68.3 per cent of work relief earnings, 77.4 per cent of county relief administration, 89.7 per cent of state relief administration, and but 16.3 per cent of obligations other than relief or administration.

Only one all of equal importance are certainly not all in the same stage of development, but was not a definite plan in the early stages and planning necessary. A description of each of the relief programs, together with data covering the period from April, 1933, to June, 1934, follows:

1
Garden and Food Conservation Program

The Garden and Food Conservation program was tentatively outlined at the first meeting of the Governor's Commission on Unemployment Relief on February 13, 1933 by Dean Skinner and Department Chief of Social Welfare. Prior to 1932 organized relief agencies in Illinois were estimated to have 7,400 acres of land under cultivation. With the organized support of the Governor's Commission on Unemployment Relief the 1933 acreage totaled 15,000 acres, an increase of 100 per cent. During 1934 over 17,500 acres were cultivated as total acreage, an increase in two years of 232.4 per cent.

Still Functioning (June, 1936).

SECTION IV

SUBSIDIARY PROGRAMS

At the time of the formation of the GCUR there was but one activity planned beyond the actual granting of the customary direct relief - the Gardens and Food Conservation program. As the Commission progressed in its efforts to administer relief, other activities were added which were not included in the general relief program. None of these efforts was peculiar to Indiana, but were rather the expression in the State of the fully rounded program of the Federal Emergency Relief Administration. They were probably not all of equal importance and certainly not all in the same stage of development, but each had a definite place in the task of giving aid and promoting recovery. A description of each of the subsidiary programs, together with data covering the period from April, 1933, to June, 1934, follows.

Gardens and Food Conservation Program ¹

The Gardens and Food Conservation program was tentatively outlined at the first meeting of the Governor's Commission on Unemployment Relief on February 15, 1933 by Dean Skinner and Professor Young of Purdue University. Prior to 1932 organized relief gardens in Indiana were negligible in number. In 1932 approximately 7,400 acres of such gardens were under cultivation. With the organized support of the Governor's Commission on Unemployment Relief the 1933 acreage totaled 13,500 acres, an increase of 82.4 per cent. During 1934 over 17,200 acres were cultivated as relief gardens, an increase in two years of 232.4 per cent.

1. Still Functioning (June, 1936).

This program was intended primarily to assist persons on relief in providing food for themselves and for other relief families. The popularity of the program with the township trustees was due in no small measure to the success attained in reducing relief costs. It also contributed appreciably to the Commission's effort toward sustaining the morale of those requiring aid. In addition to relief families, the program included also those border-line families who without some measure of encouragement toward self-help would naturally gravitate toward the relief rolls. The program had two distinct but complimentary branches, the garden service and the canning service. Both were under the direction of Professor Young. In addition to Professor Young, the Department of Agricultural Extension of Purdue University furnished during 1934, the services of Mr. Max M. Kercher as full time assistant. The cooperation of township trustees, local relief agencies, and of county work directors made a state-wide program possible.

Two distinct types of gardens were included in the program, individual relief gardens and mass production garden projects. A standard garden seed collection, consisting of the following items in 1934, was supplied by the Commission for individual gardens:

Many of the individual gardens were established on vacant lots. The land was loaned rent free by public agencies. The Commission of the State, laying out and staking was also provided. The Commission furnished fertilizer and such seed as potatoes and corn. The Commission also furnished township trustees or by other local agencies. The Commission supplied by the Commission.

- 1 lb. beans
Stringless Green Pod
- $\frac{1}{2}$ lb. beans
Kentucky Wonder
- 1 oz. beets
Detroit Dark Red
- $\frac{1}{2}$ oz. carrots
Danver's Half Long
- $\frac{1}{3}$ oz. lettuce
Grand Rapids
- $\frac{1}{4}$ oz. radishes
Scarlet Globe
- $\frac{1}{4}$ oz. radishes
White Icicle
- $\frac{1}{4}$ oz. spinach
New Zealand
- 1 lb. sweet corn
Stowell's Evergreen
- $\frac{1}{2}$ oz. turnips
Purple Top White Globe

Total average 1,781

These standard varieties of staple vegetables are known to give satisfactory results throughout Indiana. A total of 97,628 packages were supplied to relief and border-line cases in 1934. The total acreage planted from these seeds, including 3,435 industrial gardens, was 15,026 acres. Many of the individual gardens were cultivated on tracts rented by, or loaned rent free by public spirited citizens. Preparation of the ground, laying out and staking was ordinarily done on work relief projects. Fertilizer and such seed as potatoes and onion-sets were furnished by the township trustee or by other local agencies. General supervision was supplied by the Commission.

Mass production gardens, devoted to storage and canning crops for winter relief, were conducted usually as community projects. These gardens were organized and supervised as a relief activity, both direct relief and work relief labor being used as local conditions dictated. The Commission supplied bulk seed as well as dusting materials and equipment. Seed potatoes were furnished by local authorities, over twenty-five carloads being purchased for mass gardens in 1934. State penal institutions also made their contribution, distributing nearly 6 million tomato and cabbage plants which they had grown for relief garden projects. Additional plants were grown locally. There was a total acreage in 1934 of 1,731 acres devoted to mass gardens. The produce from these mass gardens was distributed within the township in which it was grown, as direct relief.

The approximate acreage on mass production projects allotted to the various crops in 1934 was as follows:

Total Acreage	1,731
Potatoes	621.25
Navy Beans	249.5
Green Beans	147.0
Tomatoes	161.5
Cabbage	122.25
Corn	146.5
Turnips	93.0
Miscellaneous	190.0

Canning service is the logical adjunct to gardening projects. In the case of individual families aid was extended in the form of jars, lids, and rubber rings for home canning. These supplies were distributed under the direction of the case work supervisor as a loan to relief clients. Where no facilities were available in the home for canning, centers were located in school and church kitchens where the families might take their vegetables for canning. In 1934 such centers were to be found in 35 cities of the State.

Vegetables produced on mass garden tracts were canned at centers established in 58 communities, the larger of which were located at Kokomo, Ft. Wayne, Hammond, Lebanon, Madison and Marion. The equipment used in these mass garden centers ranged from small home-sized pressure cookers to factory-size steam retorts with capacities of from 20,000 to 400,000 cans of vegetables for the season.

The financial worth of the program may be judged from previous years when a return of from \$6 to \$9 for every dollar expended has been shown. The benefits derived by the participants in the way of better health, due to outdoor activity and an abundance of proper vegetables in the fare, as well as the increased morals engendered by the opportunity for self-help, can not be readily calculated. Those acquainted with the program feel that the results more than justify its place among the activities of the GCUR.

Federal Emergency Education

The second of the subsidiary programs was begun with the entrance of the Federal Emergency Relief Administration into the educational field on August 19, 1933, following the authorization of the use of FERA funds "to pay work relief wages to needy unemployed persons competent to teach adults to read and write English." The cooperation of state departments of education was requested for the purpose of planning a program by which qualified persons might be given employment as teachers, and adequate facilities for instruction provided. The state departments of education were authorized to certify applicants for teaching positions as to educational qualifications and the state emergency relief administrations were authorized to certify the applicants as to need. The scope of the program was extended on September 26 to include a nursery school program for the children of needy and unemployed parents. The full program as developed in Indiana included instruction in literacy, classes in general subjects of interest to adults, vocational training of unemployed adults, vocational rehabilitation of the physically handicapped among the unemployed adults, aid to college students, and nursery school activities.

Emergency Education Program¹

Dr. Pleasant Hightower was named director of the Emergency Education Program in Indiana on December 7, 1933 with instructions to assign people to work by the following week. The first classes met on Monday, December 11. The impetus given the program during the months immediately following was largely due to the influence of the CWA effort to put people to work. Seventy-two of the ninety-two counties in Indiana carried on educational projects in

1. Still functioning (June, 1936)

which a total of 1,006 teachers were employed. The teachers were carefully selected as to educational qualifications. Eighty per cent had one or more degrees from college or university and the all of the remainder had either some college work or special vocational training after graduating from high school. The distribution of these teachers as to type of project is given below.

Month	Literacy Education	Vocational Education	General Adult Education	Nursery Education
December	19	25	121	-
January	13	67	367	50
February	4	16	239	7
March	-	2	62	-
April	-	-	8	-

The literacy education program embraced the study of the three elementary subjects, Reading, Writing, and Arithmetic, plus Civics, Geography, History, Music, Spelling and English. The enrollment was not at any time very large but the reaction of the pupils, many of whom were adults to whom even the most rudimentary education had been denied, was generally favorable judging from the letters of appreciation received from them.

Vocational education classes included courses in Agriculture, Art, Commerce, Home Economics, and Trades and Industries. This type of project is not easy to staff but the Director felt that rather satisfactory results were obtained in the classes which were organized.

As may be gathered from the table on teacher assignments, the general education program was the most popular. A list of the general fields of knowledge under which over two hundred subjects were taught

is given below.

Agriculture	Mathematics
Art	Music
Commerce	Physical Education
English	Psychology
Industrial Arts	Natural Science
Home Economics	Social Science
Language	

Some classes were organized on a college credit basis through co-operation with Indiana University, Oakland City College, and Vincennes University.

Nursery education, confined to children from families on relief, families of the unemployed and needy, and families of CWA workers, developed into an important part of the general program. An intensive teacher-training school under the direction of Dr. Harriet O'Shea, Assistant State Director of Nursery Schools and Miss Florence E. Bender, Supervisor of Nursery Schools, was begun at Purdue University on January 23, 1934. It was financed by private funds furnished through the channels of the National Advisory Committee on Emergency Nursery Schools. In all 57 teachers received training at Purdue. The schools were housed in public and semi-public buildings and in homes of the teachers. The public request for continuance of the work seems to indicate that a positive contribution was made in the communities in which the schools were established.

Vocational rehabilitation classes were not opened but students were sent to institutions capable of filling the needs of the individuals. Two traveling case workers were responsible for the selection of worthy persons as students.

The monthly expenditures under the EEP are shown in the table below.

<u>Month</u>	<u>Expenditures</u>
Total	\$181,836.19
December, 1933	5,373.52
January, 1934	29,796.98
February	44,458.95
March	48,078.70
April	35,969.56
May	18,158.48

1

Aid to College Students

The student aid program was intended to enable students to continue their education who would be unable to do so without outside financial aid. The work was begun with the spring term of 1934 in twenty-six Indiana universities and colleges. Students were paid cash wages for work performed on college and community projects. The maximum monthly amount that might be earned by any student was fixed at \$20.00, and the average monthly earnings per student for each school was fixed at \$15.00. The maximum number of students who might be employed in any institution was limited to ten per cent of the enrollment as of the preceding semester. The table on the following page gives the data for the program.

No accurate information is available regarding the projects on which the work was performed but in general students were employed in school offices, libraries, laboratories, and museums, and assisted in research, educational, health, student welfare, and other activities calculated to benefit their school and community.

Name of Institution	Number of Students				
	JANUARY	FEBRUARY	MARCH	APRIL	MAY
Ball State University	1,200	1,150	1,100	1,050	1,000
Butler University	1,000	950	900	850	800
Central Normal College	800	750	700	650	600
Concordia College	1,100	1,050	1,000	950	900
DePauw University	1,000	950	900	850	800
Earlham College	800	750	700	650	600
Evansville College	1,000	950	900	850	800
Franklin College	1,100	1,050	1,000	950	900
Mary College	1,000	950	900	850	800
Wesleyan College	1,000	950	900	850	800
Hanover College	1,000	950	900	850	800
Huntington College	1,000	950	900	850	800
Indiana Central University	1,000	950	900	850	800
Indiana State University	1,000	950	900	850	800
Indiana University	1,000	950	900	850	800
Indiana University Extension	1,000	950	900	850	800
Indianapolis College of Pharmacy	1,000	950	900	850	800
Manchester College	1,000	950	900	850	800
Marion College	1,000	950	900	850	800
Normal College of the American Baptist Churches	1,000	950	900	850	800
Oakland College	1,000	950	900	850	800
Purdue University	1,000	950	900	850	800
Rose Polytechnic Institute	1,000	950	900	850	800
Taylor University	1,000	950	900	850	800
Valparaiso University	1,000	950	900	850	800
Vincennes University	1,000	950	900	850	800
Wabash College	1,000	950	900	850	800
TOTAL	1,000	950	900	850	800

Report of the State Board of Education
 State of Indiana, 1934-1935

1
Transient Service Activities

Transient Service Activities, a part of the Transient Division of the Federal Emergency Relief Administration, was organized under authority of Section 4 c of the Federal Emergency Relief Act of 1933 which reads in part as follows: "---the Administrator may certify out of the funds made available by this sub-section additional grants to States applying therefor to aid needy persons who have no legal settlement in any one state or community---" Legal settlement as defined by the FERA regulations is obtained by residence of twelve consecutive months or more in one state.

The need for such a service as Transient Service Activities offers was apparent to all people who were well informed on social conditions. Much has been written in recent years regarding the wandering youth of America. These boys and girls took to the road for different reasons but the fundamental cause was economic. In many cases it was a desire to reduce the number of mouths waiting to be fed which caused the youth to leave home; in some, conditions at home had become intolerably sordid because of want; in other cases hopes of finding work away from home started the wandering; in but a comparatively few cases was it a desire for adventure. A federal survey indicates that among the unattached transients, the general term "seeking work" roughly describes nearly 70 per cent of the cases, while "adventure" covers but 7 per cent.

1. Terminated September 30, 1935.

These young people wander aimlessly from state to state, hitch-hiking, riding brake beams, box cars, or gondolas. When not traveling they gather in "jungles" along river banks where shelters have been thrown together out of tin and cast-off lumber. Here they consort with hobos, floaters, and hardened criminals, absorbing a philosophy which poisons all their thinking. They eat when they can and where they can, men and women are said to cohabit with the utmost freedom-- the result is almost sure to be moral and physical degeneration. Indiana, because of her central location, has many of these youths, and in addition many adults and many migratory family groups without legal settlement in the State. The Transient Service Activities accepted responsibility for all these persons under the wording of the act as quoted above and in addition, through a special arrangement with the FERA, extended aid to the local homeless.

The work was inaugurated in November 1933 under the direction of Mr. Edward Di Bella and the first shelter was opened in Indianapolis in December. Clients were cared for during 1934 in 3 camps and 4 shelters located at strategic points in the State. An attempt was made to return persons to their place of legal settlement and aid in re-establishing them there, as was the custom in the past under the outdoor poor laws. The method involved contacting branches of the Transient Service or other social agencies in the vicinity of the persons' former home. If the evidence seemed to indicate that there was a fair possibility that the client might become self-supporting or that he was a proper charge upon relief agencies there, transportation was provided (charity rates = one-half regular fare) for returning him there. In the interim, cases were cared for in the camps or shelters. Those who had no place of legal settlement could remain as long as they chose in the shelters and camps,

though they were encouraged to seek private employment as the first step in rehabilitation. Close cooperation was established with the Indiana State Employment Service to promote this end. While in the camps and shelters the men were expected to work at tasks assigned to them and were paid \$1.00 a week in addition to food and lodging.

Transient Service Activities was divided into two operating units, the Social Service and Business Departments. The former cared for the reception and assignment of persons to shelters and camps, the investigation of cases, issues of clothing and medical care. When a person applied for relief a detailed record was made of the personal history of the applicant. In case of pressing need relief was given at once, in other cases it was withheld until an adequate investigation could be made and a just decision arrived at by the supervisor. Family cases were furnished a house or apartment and cared for in a manner similar to the methods used for direct relief under the general relief program. Overnight cases of families or unattached females were cared for in hotels. Single females were located in private homes or institutions if their stay was expected to be extended. Males were sent to the shelters or camps. Each case was cleared through a Social Service Exchange when possible, to prevent duplication of relief. In many instances it was discovered that cases were entitled to receive care from some other state or local agency in which event the Transient Service Activities turned the case over to the proper authorities.

Transient shelters and registration bureaus were maintained in Hammond, Gary, Terre Haute and Indianapolis. Cases were given temporary care in these shelters. Generally, a case which appeared to be fairly permanent was sent to a camp, if, after several days in the shelter, it appeared likely that the person would fit in with camp routine. The location of the camps was determined largely by the possibility of providing

work for the clients in the vicinity without interferring with work relief projects, and of obtaining existing structures for quarters. Camps were maintained at Muncie, Bedford and in the Kankakee state game preserves. They were well organized and great care was taken to maintain proper sanitation and a considerable measure of convenience and comfort. Every effort was made to insure that clients would be benefited by their stay at the camp, both mentally and physically. When possible the work provided was made instructive. An educational program in which vocational training and recreational activities were stressed was being set up in all camps and shelters under the supervision of trained personnel from the Emergency Education program. Each camp and shelter was provided with either a senior medical student or a practical male nurse for first aid administration. Cases which required extended medical attention were referred to local physicians under contract, or to municipally operated clinics. A brief medical report for the month of June 1934 is shown below.

Number of individuals given complete medical examination -	686
Number " " " medical care -	1,257
Number deaths -	9

Note:- All deaths by natural causes

The Business Department of Transient Service Activities was concerned with the operation and maintenance of existing camps and shelters, and the planning and construction of new ones when the need arose. A complete financial report for the State was made to Washington each month. This consisted of a cash reconciliation statement; a financial summary broken down for administration, service (relief, medical care, work recreation, education), relief by counties, and permanent plant and equipment;

and certain data regarding types of clients served. Statistical reports were required by Washington monthly giving an analysis of newly registered cases during the month by state of origin and sex, race and sex, and age and sex. They also included a report of the movement of transient cases as indicated by the rolls, with a breakdown of cases closed by the causes for closing. These statistical reports were all further classified as to unattached individuals and individuals in families and as to federal or state transients. Beginning in February 1934 a census was taken on the 15th day of each month showing the number of persons under care on that date. A summarization of this census is given below:

	Unattached				Individuals in Families				Total		Net Total ^a	
	Males		Females		Families		Families		Individuals			
	E	A	E	A	E	A	E	A	E	A		
Jan.	-	-	-	-	-	-	-	-	-	-	-	750
Feb.	214	471	10	12	70	4	186	9	410	492	902	
Mar.	287	421	13	6	92	6	361	13	661	440	1,101	
Apr.	432	779	10	7	117	10	445	42	887	828	1,715	
May	526	710	17	1	111	11	401	41	944	752	1,696	
June	689	809	21	5	185	13	669	53	1,379	867	2,246	

a. Estimated. Actual figures unavailable.

Key: E - Federal Transients

A - State Transients and Local Homeless

A similar classification is used in the table below to show the monthly total of persons cared for by the Transient Service Activities. By comparing with the preceding table an idea may be gained of the turnover in the camps and shelters. In general the turnover increased during the warmer months, as might be expected. It will be noticed also that the state transients were less mobile than the interstate. Actually the average length of

stay was approximately 18 days for intrastate as against 6 days for interstate transients.

	Unattached		Families		Individuals in Families		Total Individuals		Net Total
	E	A	E	A	E	A	E	A	
Jan.	770	736	24	3	78	10	848	746	1,594
Feb.	573	784	70	12	227	39	800	823	1,623
Mar.	1,341	972	123	6	400	19	1,741	991	2,732
Apr.	2,994	1,254	113	10	367	33	3,361	1,287	4,648
May	4,044	1,225	203	17	659	56	4,703	1,281	5,984
June	3,980	1,336	280	15	909	50	4,889	1,386	6,275

In considering the figures on the number of persons cared for during this period there are two points that are worth remembering. At the outset, in Indianapolis, the Transient Service Activities took over many cases of transients and local homeless which had been cared for by local charities such as the Volunteers of America, the Wheeler Rescue Mission, the Salvation Army and the Central Housing Bureau. The increase in cases aided is not indicative of a corresponding increase in transient population during the period but rather is a gauge of the growth in facilities for handling cases.

A schedule of the number of cases receiving relief and the amount of relief granted during the period from July, 1933 to June, 1934, is given below. It will be apparent from a study of the table that there was some relief granted to transients before the establishment of the Transient Service Activities. This aid was granted by township trustees to both interstate and intrastate transients.

A very important part of the program is the distribution of surplus commodities, as authorized by the Federal Surplus Relief Act, Title I, Chapter 1, and the regulations promulgated thereunder. The amount of the commodities is determined by the Secretary of Agriculture, in cooperation with the Federal Emergency Administration of Public Health.

TABLE

	<u>NUMBER OF PERSONS</u>			<u>AMOUNT OF RELIEF GRANTED</u>		
	<u>TOTAL</u>	<u>FEDERAL</u>	<u>LOCAL</u>	<u>TOTAL</u>	<u>FEDERAL</u>	<u>LOCAL</u>
<u>TOTAL</u>				<u>\$201,161.05</u>	<u>\$182,345.59</u>	<u>\$18,835.46</u>
July, 1933	852	-	852	2,996.51	-	2,996.51
August	2,094	-	2,094	2,154.78	-	2,154.78
September	429	-	429	1,304.49	-	1,304.49
October	3,520	-	3,520	1,810.42	-	1,810.42
November	8,334	-	8,334	1,338.13	-	1,338.13
December	1,014	139	875	1,637.68	570.47	1,067.21
January, 1934	2,179	1,594	585	6,461.80	4,970.70	1,491.10
February	2,330	1,623	707	16,837.33	15,634.33	1,203.00
March	3,328	2,732	596	29,759.03	28,294.02	1,465.01
April	5,052	4,648	404	33,643.78	34,182.59	1,461.19
May	6,224	5,984	240	39,848.86	37,846.79	1,638.07
June	6,563	6,275	288	61,752.24	60,846.69	905.55

1. Funded by Federal Surplus Commodities Administration
 functioning (June, 1933)

Federal Surplus Commodities

A very important part of the Commissions' work, the distribution of surplus commodities, was sponsored by the Federal Surplus Relief Corporation, a non-stock, non-profit organization incorporated under the laws of Delaware on October 4, 1933.¹ The members of the corporation were the Secretary of Agriculture, Federal Emergency Administrator of Public Works, and Federal Emergency Relief Administrator. The primary object of the corporation was to assist the AAA in its program of purchasing surplus farm products and disposing of them in consumable form to those on relief rolls throughout the nation. The Commodity Department of the GCUR under the direction of Mr. Earl C. Wayland handled and distributed the commodities furnished to Indiana by the Corporation.

The distribution of commodities was made through the township trustee. The allotment made to each township was determined by the state office on a basis of the number of families on relief. The trustee distributed his allotment to relief cases in addition to the direct relief aid given, since surplus commodities were not considered as direct relief. A staff of six field representatives was maintained whose duty it was to contact the trustee, the case work supervisor, and the county relief chairman to facilitate the proper disposal of the commodities. Some of the goods classed as surplus commodities were processed in the State under the work program.

1. Succeeded by Federal Surplus Commodity Corporation in 1935. Still functioning (June, 1936)

A list of the commodities received by Indiana for distribution up to June 30, 1934 and the quantity of each is indicated in the following table:

Salt Pork	2,424,673	lbs.
Smoked Pork	3,242,703	"
Flour	2,627,576	"
Canned Beef	548,841	"
Beans	149,940	"
Butter	1,636,770	"
Lard	436,350	"
Cheese	65,000	"
Cereal	675,984	"
Syrup	51,450	gal.
Coal	54,588	tons
Blankets	30,000	units

of the law to cover such cases by similar, either, and private individuals. These cases were held private and were not. In a series of measures were the Roosevelt created the Division of Conservation to carry out the intent of the law.

Billings in the CCC was open by young men between the ages of 18 and 35 who were unmarried but had some family obligations. They received \$50 a month in addition to shelter, clothes, and food, and were required to sign an agreement to forward 50% of wages to their family. The maximum period was six months and 100% of wages were allowed. The Governor's Commission was authorized to make arrangements of labor to handle the registration of convicts. The government was the point of departure to the camp was paid by the government.

In June, 1934, there were 25,000 men in the camps located in forest and game preserves, on private land owned and managed by the state. The men were expected to work 8 hours a day on the land of the state. The work was of a beneficial, they helped to improve the land in weight and growth and they helped to improve the health of the men.

1. Still functioning June, 1934. (Source: ...)

Emergency Conservation Work

An activity which bids fair to survive other programs, emergency conservation work, was authorized by Congress and became a law on March 31, 1933. "The President is authorized, under such rules and regulations as he may prescribe---to provide for employing citizens of the United States who are unemployed, in the construction, maintenance and carrying on of works of a public nature in connection with the forestations of lands belonging to the United States or to the several States which are suitable for timber production, the prevention of forest fires, floods and soil erosion,---". At his discretion the President might extend the provisions of the law to cover lands owned by counties, cities, and private individuals where such work would promote the above ends. In a series of executive orders Mr. Roosevelt created the Civilian Conservation Corps to carry out the intent of the law.

Enlistment in the CCC was open to young men between the ages of 18 and 25 who were unmarried but had some family obligations. They received \$30 a month in addition to shelter, clothes, and food, and were required to sign an agreement to forward \$25 of this to their family. The enlistment period was six months and two enlistments only were allowed. The Governor's Commission was authorized by the Department of Labor to handle the registration of candidates. Transportation from the point of enrollment to the camp was paid by the government.

In June, 1934, there were 25 CCC camps in Indiana, located in forest and game preserves, on private land erosion work and in state parks. The men were expected to work 8 hours a day on five days of the week. The work was of a healthful, body building nature and considerable gain in weight and general bodily health usually followed a few months in camp.

1. Still functioning (June, 1936) without basic change.

The administration of each camp was under the direction of the United States Army. The discipline was only that necessary in caring for a body of from 200 to 500 men in a camp.

The value to the state and nation accruing from the ECW is unmistakable. The boys were given employment and kept off the road, which is an important thing in itself. Their general bodily health was vastly improved and their morale was strengthened. A certain amount of vocational training was gained from their work, and after work hours there was a comprehensive program of educational and recreational activities made available to them through the functioning of the EEP. Their families in many cases were kept off relief rolls through the money which they were required to send home. Finally, though experts have warned the public for years of the need of large scale forest conservation and soil erosion work, this was the first time anything has been attempted on a nation-wide scale.

division of rural rehabilitation, in cooperation with the county and
with supervisors, county agricultural agents, and local drought relief
committees, investigated and arranged for aid in distressed areas.

An additional goal of the division was to conduct a study of
stranded populations in Indiana. The data obtained and data obtained
might be the basis for a solution of the rural rehabilitation problem.

1. Transferred to Rural Rehabilitation Administration, 1934

Rural Rehabilitation

The rural rehabilitation program was the last subsidiary program to come under the administration of the Commission. Dr. E. H. Shideler, the director, was appointed on June 27, 1934. The objectives, which were quite different from those of other relief programs, seemed to indicate that eventually it would become one of the more important of the minor programs. It embraced a comprehensive plan to rehabilitate sub-marginal and marginal rural families and to prevent others, if possible, from becoming such. In order to attain these goals, loans were made for capital goods and for live stock feed and, if necessary, families were placed on relief rolls pending rehabilitation. Another important channel through which rehabilitation was sought, was that of debt conciliation. This work, which was begun under the CWA, was carried on through the cooperation of field contact men with the county debt conciliation committees. A third activity planned to further the objectives was that of giving aid to drought sufferers. Representatives of the division of rural rehabilitation, in conjunction with the county case work supervisors, county agricultural agents, and local drought relief committees, investigated and arranged for aid in stricken areas.

An additional goal of the division was to complete a study of stranded populations in Indiana. It was hoped that the data obtained might be the basis for a solution of this most perplexing problem.

and \$4,748 in the program.

1. Transferred to Rural Resettlement Administration, June, 1935

1. Continued to conduct the activities under the program until the factor in the employment relief act.

Indiana State Employment Service

It will be recalled that the Acts of 1933 conferred upon the GCUR the rights, powers, and duties granted to the Industrial Board by Chapter 3 of the Acts of 1920. This meant that the Commission was to take over the administration of the State's free employment service, heretofore conducted by the Industrial Board. On August 7, 1933 the first office of the new state agency was established in Indianapolis. Branch offices were set up in the principal industrial centers.

The State service worked in conjunction with the United States Employment Service provided for in the Wagner-Peyser Act of 1933. The National Re-employment Service divided the State into fourteen districts for its purposes, and placed an office in each in charge of a supervisor. Mr. M. F. Carpenter was joint director for the national and state services with headquarters in Indianapolis.

The purpose of these services was to coordinate the employment facilities of the state and nation by providing a clearing house in which the needs of employer and employee might be met, to provide the employer with trained workers when and where the demand arose, and to protect workers from unscrupulous operators of private employment agencies. The service was without charge to employer and employee alike.

During the year ending June 30, 1934, the service registered 124,720 applicants, placed 4,301 in private industry, 2,634 on public works jobs, and 54,749 on CWA projects.

1. Continues to expand its activities (June, 1936). Will be important factor in State Unemployment Relief set-up.

SECTION V

ADMINISTRATION

Under the provisions of the Acts of 1933, the Governor's Commission on Unemployment Relief received no direct authority to abolish the existing system for extending aid to the needy. Though empowered to adopt such measures as it should deem necessary to relieve the unemployed, and ordered to prefer charges against trustees grossly negligent in the discharge of their statutory duties, it was evidently the intention of the framers of the law that the traditional channels for providing relief should be preserved. Thus the Commission was handicapped in some situations which, in the interest of adequate but economical relief, called for a drastic revision of procedure. In townships and counties in which local taxation provided sufficient funds to meet relief costs, the Commission acted mainly in an advisory capacity. The majority of the townships with large case loads, however, in the course of time, found it necessary to apply for federal aid, and in doing so, agreed to co-operate with the Commission and abide by the decisions of its staff in relief matters. In this manner, a rather complete control of relief administration was attained in certain localities.

Case Work Division

The Commission was authorized to investigate the adequacy of relief throughout the State. Its first effort, therefore, was directed toward the building up of a trained group of social workers through which this might be accomplished. Under the direction of Miss Nadia Deem, the social service department pressed toward the goal of an organization which would permit a careful, periodic investigation of each relief case in every township of the State. The statutes allowed the trustee one visitor for each 200 cases, but this is claimed by case workers to be an excessive

load if proper investigation is to be made. The task, therefore, involved the training and direction of hundreds of social workers, since the case load in the State averaged nearly 86,000 a month for the 15 month period.

Trained case workers are not easily found. The demand in the past has been limited almost entirely to private agencies, the pay has not been large, and as a result no large body of experienced persons has been developed upon which the Commission could draw. The department, therefore, in a large measure had to develop its own workers. In the beginning, it set standards governing the qualifications of applicants which were sufficiently rigid to insure a high grade personnel. Those applicants who were young and inexperienced in social work were required to have completed a four year course in an accredited college or university. Preference was given to those who majored in the social sciences. More mature persons with some experience in related fields were eligible if they had two years of college or three years of normal school work. Successful applicants were given a period of intensive training at the state office after which they were put in the field on probation.

The administration of social service work in each county was under the direction of a supervising case worker, although where the case load was small, one person might serve two counties jointly. The number of visitors working under the supervisor varied according to the resident case load. There was a great difference in procedure between rural counties with small case load and the large urban counties. In the former the supervisor had but few workers in charge and in many cases handled a portion of the case load herself. She was in a position to give personal attention to decisions as to the eligibility of applicants for relief, determination of family budgets, certifications of persons for work relief, and maintenance of records and preparation of reports, without slighting the contacts with the trustees and the general public

so necessary in settling amicably the many problems which arose. Then too, there was time for developing the technique of her visitors to enable them to cope successfully with the delicate situations they continually faced.

The urban procedure called for a much more minute division of labor. The supervisor generally acted in the capacity of an administrator. Assistant supervisors took over various branches of the work including direct supervision of the home investigation work. A large organization often had a number of senior visitors who have some supervisory duties and some case work. The greater portion of the actual case work was done by the field staff of home visitors. The preliminary interview which determined whether the case was deserving of further investigation was made by an experienced case worker known as the intake interviewer. There was a great deal of indirect investigating to be done regarding applicants, and those workers who gathered information from employers, banks, insurance companies, etc., were known as collateral investigators.

The applicant on his first visit to the office was referred to the intake interviewer. If the case appeared to merit further attention it was turned over to a case worker who secured detailed information regarding the financial condition of the applicant. A home visit was ordinarily made before relief was given except in emergency cases. Each home visitor had an assigned group of cases which were to be contacted once a month, although it was not always possible to do so. If an applicant was granted relief, he was expected to come to the office at stated intervals (usually once every two weeks) when he was given his order for groceries and other commodities on presenting his identification card to the order-writer to whom he had been

assigned. Orders were written only in the mornings, leaving the after-
noons free for posting the orders to the record card from the duplicate
slip. Very often the large office contained a shoe shop, a barber shop,
a clothing department, a housing bureau, facilities for medical care,
and a distribution bureau for surplus commodities.

The clerical work in a county office was quite heavy due to the
very complete records which were kept of each case, including an item-
ized statement of all relief granted. Monthly reports were made to the
state office from which the reports to Washington were prepared. A
large staff of book-keepers, clerks, stenographers, and typists were
necessary to handle the routine. In the most highly organized office
an office manager was employed to supervise the accounting and reporting
procedure and direct the clerical personnel.

An analysis has been made of the social service division for the
month of June, 1934 since this month is believed to fairly represent
the situation. The table below gives a classification of 412 of the
social workers from the standpoint of experience.

G.C.U.R. June, 1934	CASE WORK EXPERIENCE			Other Social Work	Allied fields	No previous social work	Totals
	5 years and over	1-5 Years	Less than One Year				
Supervisors	12	24	10	10	20	7	83
Assistant Supervisors	2	6	1	1	-	-	10
Senior Visitors	-	1	-	-	-	-	1
Home Visitors	4	30	115	23	64	65	299
Intake Interviewers	1	4	3	-	1	-	9
Collateral Investigators	-	2	6	-	-	2	10
TOTALS	19	67	133	34	85	74	412

Of the 83 supervisors but 14.5 per cent had had more than 5 years case work experience, 29.0 per cent more than 1 year but less than 5 years, and 12.0 per cent less than 1 year. Of the remainder, 36.1 per cent were experienced in other types of social work or allied fields and 8.4 per cent had had no previous experience in social work. In the larger group, representing 299 home visitors, 49.2 per cent had some experience in case work, 29.0 per cent were experienced in other social work and allied fields, while 21.8 per cent were without experience in social work. Of the 19 workers with more than five years experience, the great majority came from the staffs of private agencies. Nearly half of those persons with less than one year's experience were formerly employed by township trustees. The classification "other social work" includes community settlement, probation, truant, Y. W. C. A., Red Cross, and medical experience. That given as "allied fields" includes teaching and nursing.

The number of cases which any home visitor can properly care for is so dependent upon circumstances that it is difficult to generalize as to what the load should be. As before mentioned it is usually agreed that for average conditions 200 cases are too many for one person to handle effectively. It is interesting to note that in June, 1934 there were 95,835 resident cases receiving relief under the general relief program and but 424 case workers (including supervisors), which gives an average of 226 cases per worker. In general the heaviest load per visitor was to be found in those counties having but one worker.

Information on salaries paid to county social workers and clerical help during June, 1934 is contained in the following frequency

arithmetical average for the whole

distributions.

Monthly Salary	Supervisors	Assistant Supervisors
\$100 to \$109	1	-
110 to 119	17	1
120 to 129	29	4
130 to 139	12	3
140 to 149	7	2
150 to 159	5	5
160 to 169	4	-
170 to 179	<u>1</u>	<u>-</u>
	76	15

The reason the modal salary for assistant supervisors is somewhat above that for supervisors lies in the fact that the former are employed only in the larger centers where they have heavy responsibilities.

VISITORS AND INTAKE INTERVIEWERS

Monthly Salary	Number
\$50 to \$ 59	1
60 to 69	6
70 to 79	50
80 to 89	32
90 to 99	8
100 to 109	215
110 to 119	15
120 to 129	5
130 to 139	-
140 to 149	-
150 to 159	1
	<u>333</u>

It will be apparent that the modal salaries of visitors lies in the range from \$100 to \$109, which is in line with the per diem rate of \$4 specified in the Acts of 1933 for township investigators. As the above group of 333 visitors included many on probation the arithmetic average for the whole was but \$95.79.

CLERICAL HELP

Monthly Salary	Number
\$30 to \$ 39	1
40 to 49	3
50 to 59	4
60 to 69	68
70 to 79	34
80 to 89	4
90 to 99	8
100 to 109	24
110 to 119	1
120 to 129	3
	<u>150</u>

The average wage paid clerical help during June, 1934 was \$73.79, though the \$60 to \$69 salary range covered the largest number of persons.

STENOGRAPHERS & TYPISTS

Monthly Salary	Number
\$30 to \$ 39	3
40 to 49	-
50 to 59	-
60 to 69	96
70 to 79	7
	<u>106</u>

The large majority of stenographers and typists received salaries in the \$60 to \$69 classification.

Monthly Salary		Number
Under	\$40	5
\$40 to	49	4
50 to	59	8
60 to	69	50
70 to	79	12
80 to	89	7
90 to	99	11
100 to	109	11
110 to	119	2
120 to	129	1
130 to	139	3
140 to	149	2
150 to	159	2

118

This group was composed of persons whose duties did not fall within the other classification. The average monthly salary for the group was \$73.85, while the \$60 to \$69 range contained almost half of the persons in this group.

The social service department exercised control over the county work through six field staff members, each of whom had an assigned territory for which he was responsible. These field supervisors were answerable directly to the director of the department, Miss Nadia Deem.

Work Division

With the beginning of the FERA works program, a new administrative department of the Commission was set up, under the direction of John R. Curry, to assume supervision of the work program for the State. As the work relief was financed chiefly from FERA funds, the Commission exercised complete supervision over the county programs. A work director was installed in each county desiring to participate although in some instances one director served more than one county.

A duty of the director was to originate socially desirable projects and to pass on those submitted to him by public officials. A careful estimate of the labor and material cost for the proposed project was made and submitted with the application to the staff engineers at the state office. When a project was approved the work director picked his crew from the relief clients in his county who had been certified for work relief. He was in charge of the clerical force who posted the project register and prepared the pay rolls, and had general supervision over all projects in his county.

The problems involved in administering a work relief program for a small case load were not particularly difficult. In the large urban counties where the number on work relief ran into the thousands, the situation was entirely different. Preliminary planning of large projects required an intimate knowledge of good engineering practice and the ability to make careful and reasonably accurate cost estimates. Scheduling a job involving the efficient employment of craftsmen and laborers working a varying number of days per week required executive ability of a high order. Then, too, the public relations angle was highly important. There was always the possibility that projects would directly compete with private business, which was to be avoided. Care had to be exercised to prevent projects being approved which were not entirely in the public interest. The character and ability of the county work directors with which the writer had contact were in the main of high order.

In the large counties it was frequently necessary to have assistant work directors to supervise office routine or act in the capacity of field engineers. The office staff normally included a

head pay roll clerk and one or more assistant clerks, an assignment clerk to allocate the available relief workers most advantageously, a clerk who was responsible for posting the project register, and the necessary typists and stenographers. Job supervision by non-relief labor was charged against the project and did not appear on the administrative pay roll except when an assistant director or field engineer exercised general supervision. An idea of county office personnel together with weekly salaries earned may be gathered from the frequency distributions below which were made from the pay rolls for the week ending June 30, 1934. It will be seen that there were 76 work directors employed with a modal weekly salary between \$30 and \$39 and 21 assistant directors with a modal salary of from \$20 to \$29. Thirty-two counties had persons designated as pay roll clerks with a modal weekly salary of from \$25 to \$29. The clerical force consisted of 102 clerks with a modal weekly salary of from \$15 to \$19, and 59 typists and stenographers whose salaries fell in the same modal class.

WORK DIRECTORS

Weekly Salary	Work Directors	Assistant Directors
\$20 to \$29	28	12
30 to 39	32	9
40 to 49	9	-
50 to 59	4	-
60 to 69	2	-
70 to 79	-	-
80 to 89	1	-
	<u>76</u>	<u>21</u>

PAY ROLL CLERKS

Weekly Salary	Number
\$15 to \$ 19	1
20 to 24	3
25 to 29	19
30 to 34	5
35 to 39	4
	<u>32</u>

CLERKS

Weekly Salary	Number
\$5 to \$ 9	4
10 to 14	16
15 to 19	47
20 to 24	19
25 to 30	16
	<u>102</u>

TYPISTS & STENOGRAPHERS

Weekly Salary	Number
\$5 to \$9	2
10 to 14	4
15 to 19	47
20 to 24	5
25 to 30	1
	<u>59</u>

As in the case of the social service division, the works division supervised the actions of the county work administration to prepare the reports requested by the state, with the exception of the weekly reports on the work relief projects, which were prepared by the counties, on a monthly basis.

directly through a staff of seventeen field engineers.

Auditing and Statistics

The state office organization which in the beginning was composed of but a handful of people expanded rapidly with the increasing duties undertaken by the Commission. The administration staffs for the social service division, the works division, and the subsidiary programs, with the exception of the Transient Service Activities and the State Employment Bureau were housed in the state office. By far the largest portion of the personnel was required to care for the accounting and reporting procedures. All disbursements of FERA funds were made from the central office. This means that during June, 1934, for instance, the office handled each week pay rolls covering over 35,000 persons on work relief in the counties having a work program and wrote individual checks for each person. Separate pay rolls were filed for non-relief employees on the work program. The pay rolls for persons in the social service department were sent in from the counties twice a month for payment. In addition to the pay rolls, direct relief claims were filed monthly by townships receiving federal aid, and checks were made out to the individual vendors for the percentage of the billed amount which the Commission had agreed to pay. Each pay roll was carefully checked and each item of the direct relief claims examined to make certain that all the regulations of the FERA had been followed strictly.

One of the important functions of the auditing division was to prepare the reports requested by Washington. These reports, with the exception of the weekly report of man-hours and wages on state ERA projects, were on a monthly basis. They include reports, by

counties, on case load, total obligations by source of funds, relief

extended to all relief cases, relief extended to resident cases under the general relief program, and on administration projects covering all administration expense of all relief programs. A report was made giving a summary and analysis of the total obligations incurred during the month by all ERA's in the State with a supplement covering emergency education, college student aid, and transients. This information was tabulated from the information received from the 1,016 townships of the State and represents a great amount of careful detail work.

Administrative Costs

It was brought out previously that the costs incurred for the administration of relief mounted as the Commission built up a more adequate organization. The table below gives the data on administration for all programs during the 15 month period for the State as a whole.

<u>Month</u>	<u>Total Obligations</u>	<u>Administration Cost</u>	<u>Per Cent</u>
TOTAL	\$19,957,078.46	\$1,143,660.36	5.7
April, 1933	1,253,728.84	31,292.80	2.5
May	1,171,683.83	35,208.99	3.0
June	1,165,702.56	36,240.81	3.1
July	1,059,911.03	46,821.26	4.4
August	976,281.22	46,264.93	4.7
September	981,673.84	49,552.85	5.0
October	1,259,363.36	62,320.27	4.7
November	1,204,741.75	64,037.58	5.3
December	768,852.49	71,683.78	9.3
January, 1934	815,138.48	76,506.87	9.4
February	970,463.75	92,652.45	9.5
March	1,190,222.91	86,356.19	7.3
April	1,729,426.15	109,331.02	6.3
May	2,724,773.41	166,190.23	6.1
June	2,685,116.84	169,200.33	6.3

The high percentages for December, 1933, January, February and March, 1934 found in the above table and the tables following may be

attributed to the fact that relief obligations decreased during the CWA period. Also, some of the administrative cost is properly chargeable against the CWA program.

A similar tabulation is shown below for the general relief program only.

<u>Month</u>	<u>Obligations Incurred</u>	<u>Administration Cost</u>	<u>Per Cent</u>
April, 1933	\$1,253,726.84	\$31,292.80	2.5
May	1,171,683.83	35,208.99	3.0
June	1,165,702.56	36,240.81	3.1
July	1,056,914.52	46,821.26	4.4
August	974,126.44	46,264.93	4.7
September	980,369.35	49,552.85	5.1
October	1,257,552.94	62,320.27	5.0
November	1,203,403.62	64,037.58	5.3
December	763,247.85	67,716.82	8.6
January, 1934	785,733.16	68,527.40	8.7
February	892,668.56	82,900.28	9.3
March	1,084,504.19	76,288.99	7.0
April	1,612,952.20	96,833.36	6.0
May	2,625,678.66	153,627.34	5.9
June	2,607,390.02	156,916.82	6.0

The administrative cost per resident case receiving relief under the general relief program is given for each of the 15 months following March, 1933 in the table below.

<u>Month</u>	<u>Administrative Cost</u>	<u>Number of Cases</u>	<u>Cost Per Case</u>
April, 1933	\$31,292.80	107,061	\$0.29
May	35,208.99	102,710	0.34
June	36,240.81	96,160	0.38
July	46,821.26	85,426	0.55
August	46,264.93	78,499	0.59
September	49,552.85	75,915	0.65
October	62,320.27	83,107	0.75
November	64,037.58	89,529	0.72
December	67,716.82	61,441	1.10
January, 1934	68,527.40	62,624	1.09
February	82,900.28	68,182	1.22
March	76,288.99	80,897	0.94
April	96,833.36	100,154	0.97
May	153,627.34	99,351	1.55
June	156,916.82	95,835	1.64

It is of some interest to compare the average cost of administration

per case under the general relief program with the average relief granted per case.

<u>Month</u>	<u>Average Relief Per Case</u>	<u>Cost of Administration Per Case</u>
April, 1933	\$11.42	\$0.29
May	11.06	0.34
June	11.75	0.38
July	11.82	0.55
August	11.82	0.59
September	12.26	0.65
October	14.38	0.75
November	12.73	0.72
December	11.32	1.10
January, 1934	11.45	1.09
February	11.88	1.22
March	12.46	0.94
April	14.94	0.97
May	20.64	1.55
June	20.23	1.64

An analysis is given below of the obligations incurred during June, 1934 for all activities of the Commission.

	<u>RELIEF DOLLAR</u>	
	<u>June 1934</u>	
Total Obligations		100.00 cents
Relief		74.63 "
Obligations Other Than Relief or Administration ^a		19.07 "
Administration		6.30 "
State Office	1.52	
County Office	4.32	
Transient	.45	
Emergency Education Program	.01	

Particular attention is called to the break-down of administrative costs incurred in the counties.

County Administration		
Social Work		3.18 cents
Salaries	1.62	
Travel	.14	
Clerical help	1.08	
Other	0.34	
Works Division		
Directors' Salaries	0.51	1.14 "
Clerical help	0.58	
Other	0.05	

a. This consists almost entirely of purchases of materials, equipment,

The per capita cost of relief for the fifteen month period under the general relief program was \$6.00 for the State. Vermillion County reported the highest per capita cost, \$16.74 and Sullivan County was next with \$12.35. The lowest per capita cost was incurred in Dubois County, \$0.81, while Harrison County was second with \$0.93. The per capita cost for the State during June, 1934 was \$0.81. Vermillion County reported an average cost of \$2.35 which was by far the highest in the State. Union County reported \$0.03 as the per capita cost during June, 1934 which was the lowest of any county.

The Commission has had one primary object in view in building up its highly trained organization in the opinion of many disinterested observers - the improvement of existing standards of relief and administration. When it is remembered that in April, 1933 there was practically no investigation or case work beyond the casual attention of the township trustees, but that in June, 1934 there was one social worker for every 226 relief cases and that each case was investigated carefully before relief was granted, it is evident that some increase in administrative cost was justified. The 6.3 per cent of the total obligations incurred in June, 1934 for administration is lower than in any other state in the Union. A reference to the apportionment of the relief dollar serves to show that of the 6.3 cents spent for administration, the state office expenses amounted to but 1.52 cents and the county work director's office expense 1.14 cents. The 3.18 cents remaining was chargeable to county social work and but 1.76 cents of this was for salaries and travel expenses of case workers.

Administration of Relief

The Director's Commission on Unemployment Relief reported to the Board during the period from July 1, 1934, to June 30, 1935, along with recommendations were established during the fifteen months preceding. There was not any change in the personnel of the executive committee, the addition of Mr. E. Beck to the committee, upon his resignation as the Director of the Commission, which became effective in August, 1934. Upon May 1, 1935, the Board was notified of the resignation of Mr. E. Beck as Director of the Commission, which became effective in August, 1934. Upon May 1, 1935, the Board was notified of the resignation of Mr. E. Beck as Director of the Commission, which became effective in August, 1934.

PART III

Relief from July, 1934, Through June, 1935 was not altered greatly during the period under discussion. Miss Joyce acted as administrative assistant to Mr. Day, and Nellie Long was assistant Director in charge of social service work. Miss E. Curry acted as auditor, J. I. Madden, auditor, C. B. Farnswell, director of finance, and A. C. ...

The county organization of the Commission was considerably enlarged after July 1, 1934. As the county supervisory staff and the visitors added to their already wide experience, they contributed in greater measure to the success of the program and to the well-being of the clients to whom they ministered. The suggested diets, prepared by the nutrition department and recommended to the individual relief recipients by the visitors, were a noticeable factor in improving health and general conditions in the homes where they were used.

With the rapid expansion of the relief program, especially in large urban centers, new and perplexing problems constantly arose. The introduction of projects for the production and distribution of goods needed by

Administration of Program

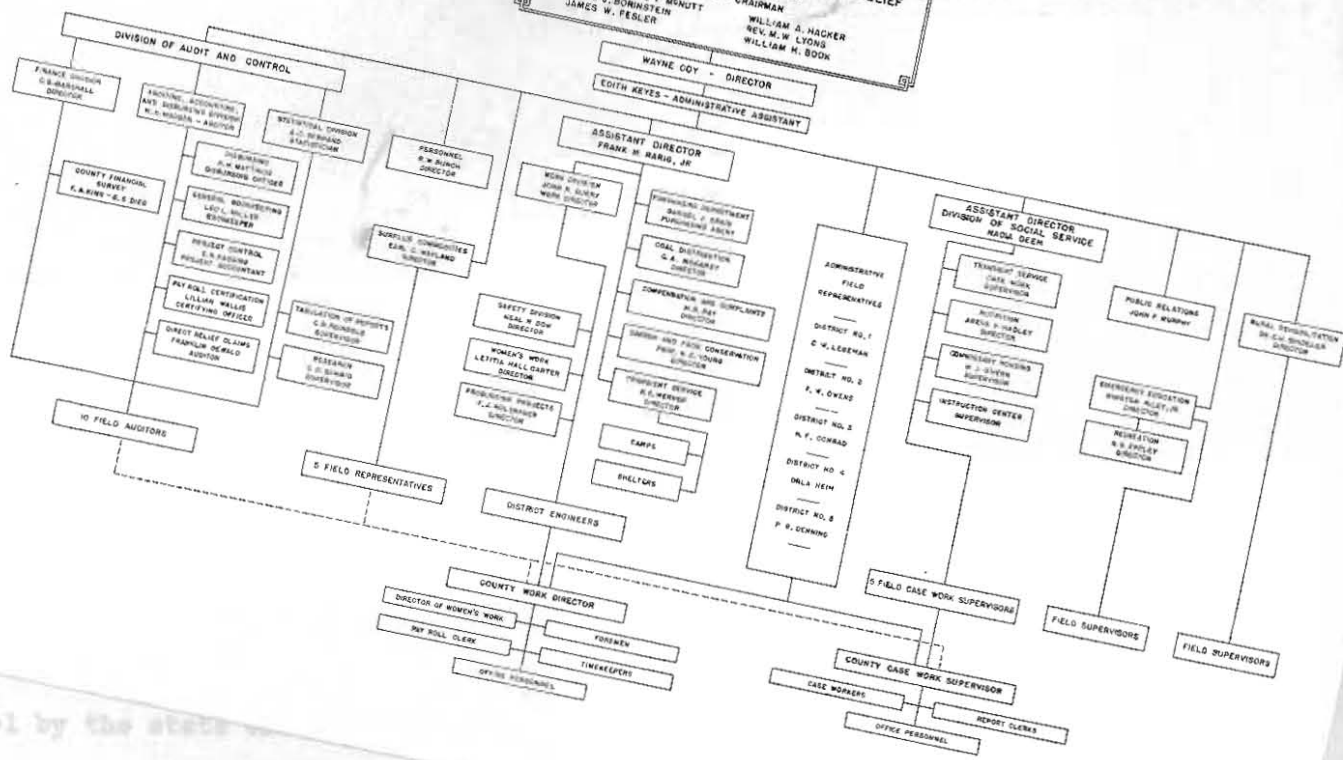
The Governor's Commission on Unemployment Relief continued to function during the period from July 1, 1934, to June 30, 1935, along the lines which were established during the fifteen months preceding. There was but one change in the personnel of the executive committee, the addition of Wm. H. Book to the committee, upon his resignation as the director of the Commission, which became effective in August, 1934. Wayne Coy, who had been acting as secretary of the executive committee, succeeded Mr. Book as director, and F. M. Rarig, Jr., succeeded Virgil Sheppard as assistant director. The administrative organization in the state office was not altered greatly during the period under discussion. Edith Keyes acted as administrative assistant to Mr. Coy, and Nadia Deem was assistant director in charge of social service work. John R. Curry served as engineer, M. K. Madden, auditor, C. B. Marshall, director of finance, and A. C. Gernand, statistician.

The county organization of the Commission was considerably enlarged after July 1, 1934. As the county supervisory staff and the visitors added to their already wide experience, they contributed in greater measure to the success of the program and to the well-being of the clients to whom they ministered. The suggested diets, prepared by the nutrition department and recommended to the individual relief recipients by the visitors, were a noticeable factor in improving health and morale in the homes where they were used.

With the rapid expansion of the work program, especially in large urban centers, new and perplexing situations constantly arose. The introduction of projects for the production and distribution of goods needed by

**STATE OF INDIANA
COMMISSION ON UNEMPLOYMENT RELIEF
EXECUTIVE COMMITTEE**

FRED HOKE - CHAIRMAN
GOVERNOR PAUL V. MONETT
LOUIS J. BORNSTEIN
JAMES W. PESLER
WILLIAM A. HACKER
REV. M. W. LYONS
WILLIAM H. BOOK



JUNE, 1936

control by the state...

The division of finance, originally...

as one of its objectives the extension of aid...

financial matters. As the determination of...

were entitled to receive federal aid in...

one of the responsibilities of the Commission...

careful field investigation into the...

In many instances recommendations were...

methods of poor relief financing, which...

unit to meet its obligations without...

the unemployed was an important development of this period. The cattle program, under which more than 50,000 drought cattle were brought into the state for fattening and slaughter, was to some extent a responsibility of the county work director. The county staffs with the assistance of the traveling engineers, in general may be said to have measured up to these greater responsibilities which were thrust upon them.

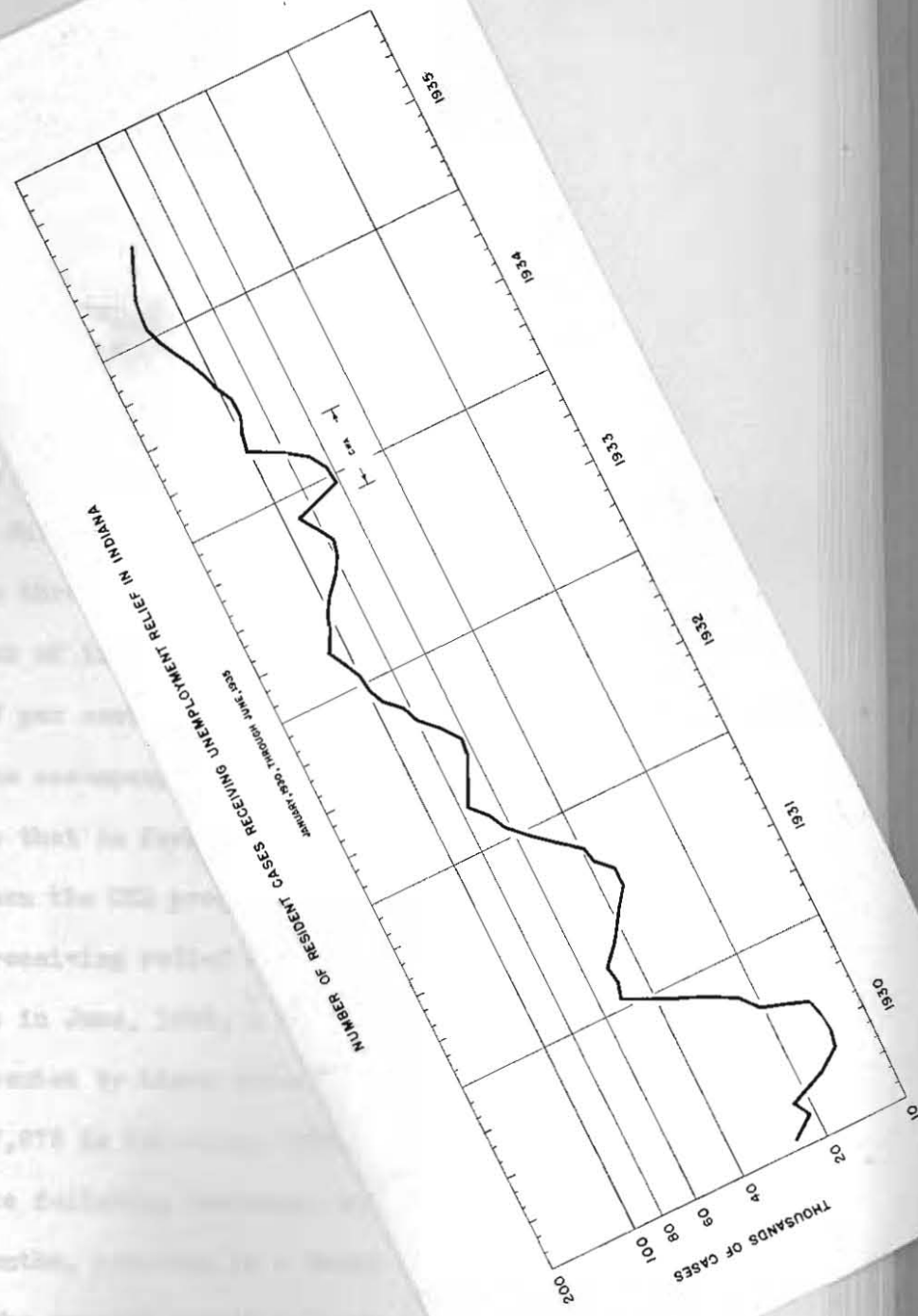
As the general relief program broadened in scope, the necessity for accurate records and accounting increased tremendously. Complete information regarding the relief situation and relief trends was vital to the effectual planning of the program. It was found advisable therefore to establish a report clerk in each county, who could be held responsible for all financial and statistical reports required by the state office. In order to establish contact between these report clerks and the state office and provide a means for making field audits, ten traveling auditor-statisticians were employed for coverage of the 92 counties. This set-up contributed greatly in enabling the auditing and statistical departments to gather accurate data on the various programs, both for administrative control by the state office and for reporting to Washington.

The division of finance, organized during the current period, had as one of its objectives the extension of aid to local units in legal and financial matters. As the determination of which townships and counties were entitled to receive federal aid in meeting direct relief claims was one of the responsibilities of the Commission, it was necessary to make a careful field investigation into the financial status of each local unit. In many instances recommendations were made regarding tax levies and other methods of poor relief financing, which made it possible for the local unit to meet its obligations without federal aid.

Care Load.

The general relief of the unemployed population reached their fall... greater proportion of the... Commission's estimates... the general relief program... increased at a fairly uniform rate... months and reached an all-time peak of... January, 1936, an increase of 17.1 per cent. It will be seen by reference to the accompanying... ing these months was comparable to that in... tion of the winter of 1933-1934 when the... this peak in January, the number receiving relief... ing rate, falling to 110,784 cases in June, 1936. The total number of persons represented by these... in July, 1936, to a maximum of 427,878 in... 17.1 per cent. The steady decrease followed... with the approach of the summer months... individuals who received aid under the general relief... 1936, a decrease of 17.1 per cent from the... /February. The distribution of these cases was... on the map on page 138.

Perhaps the trend of the case load... easily grasped by the use of relative figures... basis, the proportion of the population of the...



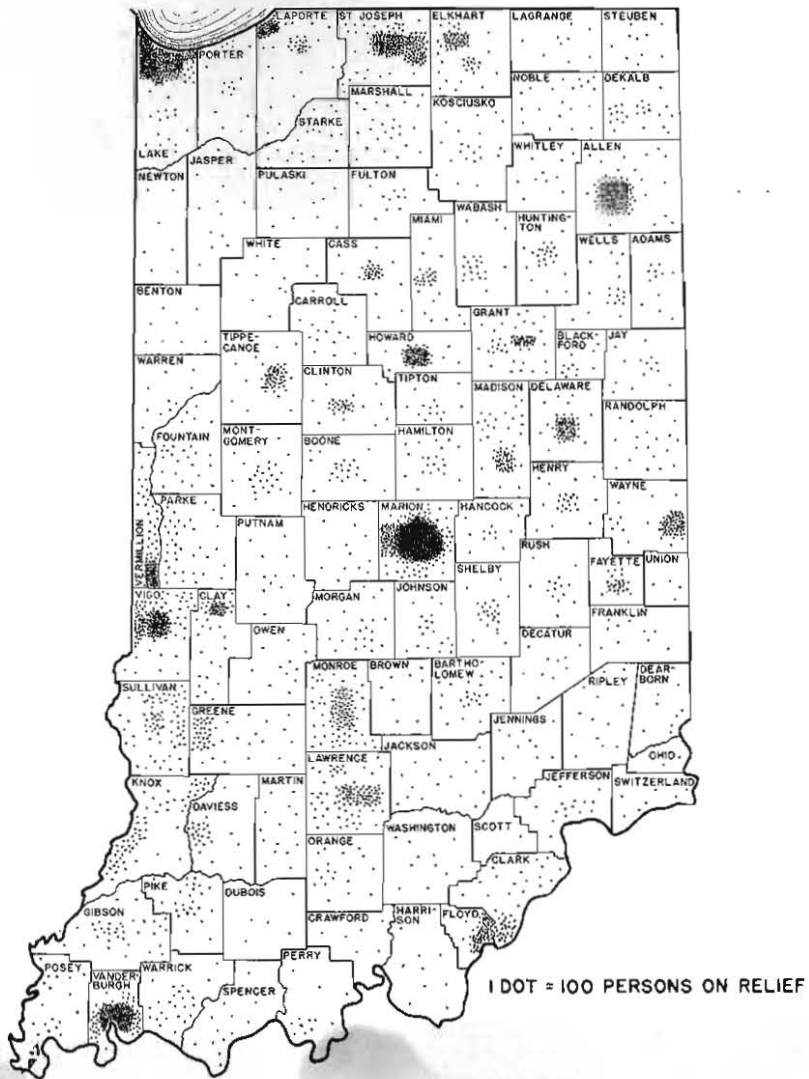
General Relief Program

Case Load.

The general relief program remained the basic means of coping with the unemployment situation, though the subsidiary programs of the Commission reached their full strength during this period and therefore bore a greater proportion of the load than during the first fifteen months of the Commission's existence. The total number of cases receiving relief under the general relief program during July, 1934, was 95,045. The case load increased at a fairly uniform rate throughout the autumn and early winter months and reached an all-time peak of 131,810 cases during the month of January, 1935, an increase of 38.7 per cent over the figure for July, 1934. It will be seen by reference to the accompanying chart that the trend during these months was comparable to that in former years, with the exception of the winter of 1933-1934 when the CWA program was in progress. From this peak in January, the number receiving relief declined at an increasing rate, falling to 110,784 cases in June, 1935, a drop of 16.0 per cent. The total number of persons represented by these cases rose from 363,262 in July, 1934, to a maximum of 497,873 in February, 1935, and increase of 37.1 per cent. The steady decrease following February, which grew larger with the approach of the summer months, resulted in a total of 412,951 individuals who received aid under the general relief program during June, 1935, a decrease of 17.1 per cent from the number of recipients during February. The distribution of these persons over the state is indicated on the map on page 109.

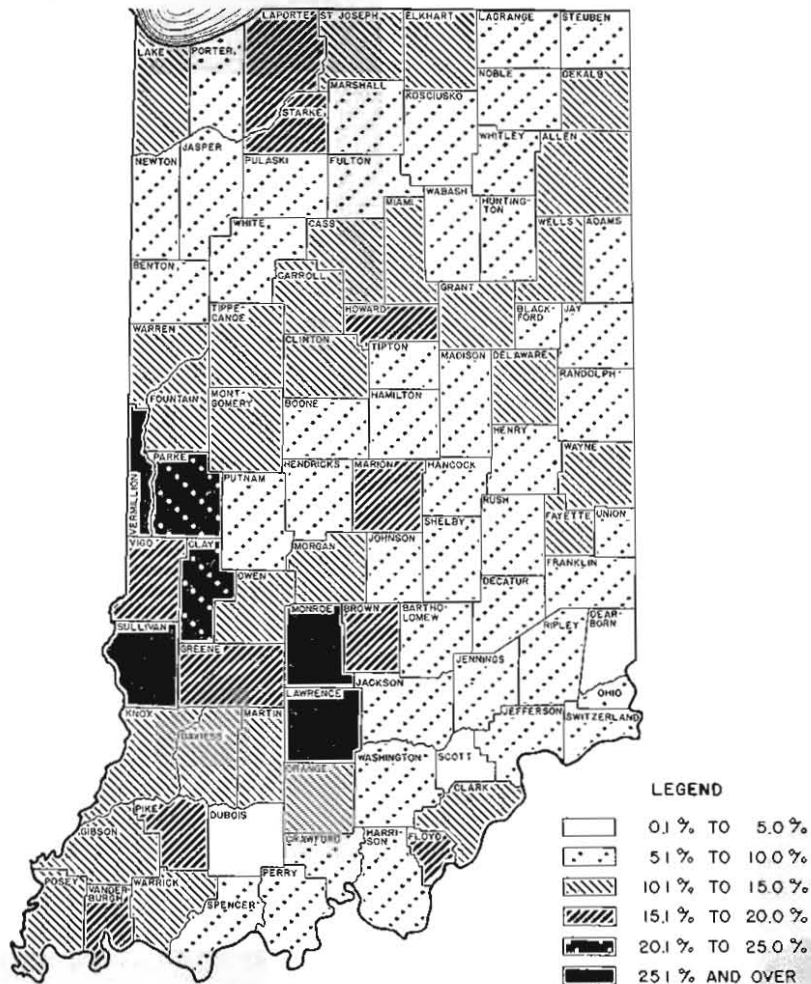
Perhaps the trend of the case load during this period may be more easily grasped by the use of relative figures. With the 1930 census as a basis, the proportion of the population of the state receiving relief

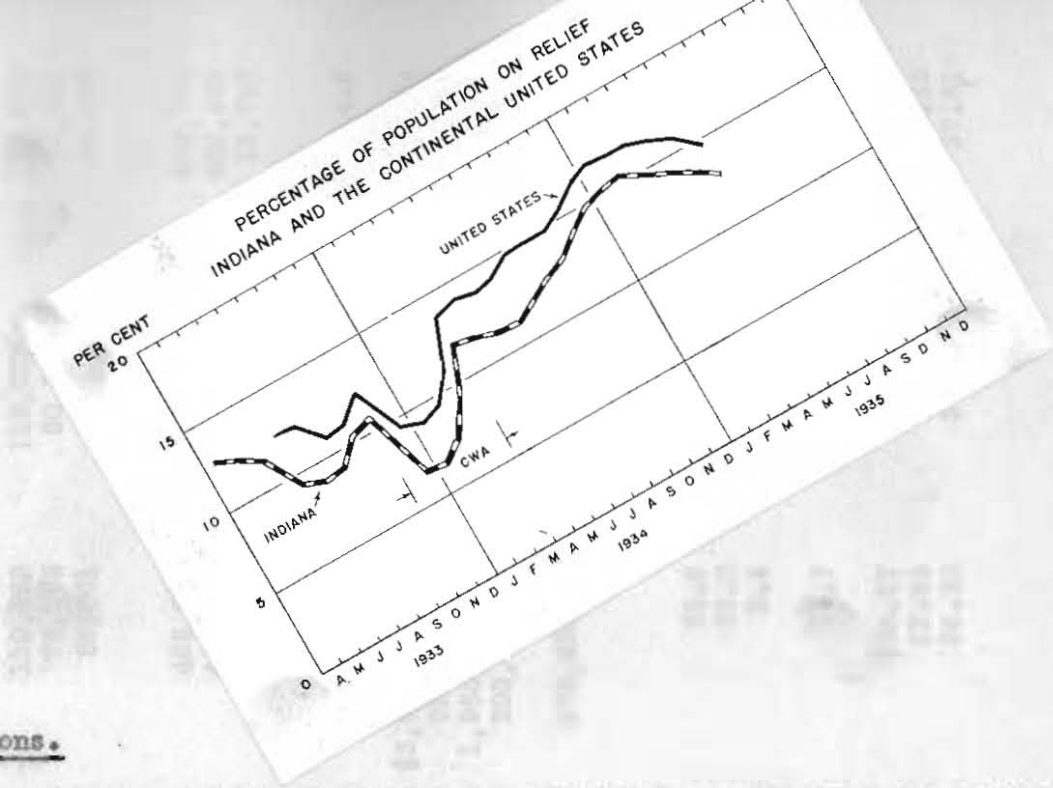
**DISTRIBUTION OF RESIDENT PERSONS ON RELIEF
IN INDIANA
JUNE, 1935**



during the month of July, 1934, was 11.2 per cent, which is approximately one person out of every nine in the state. By October the percentage had reached 13.1 per cent or approximately one in every 7.6 persons, and by February this percentage had reached 15.4 per cent, which is approximately one person in every 6.5 residents of the state. This is the highest percentage that has ever been recorded for the State of Indiana. In accord with the decrease in case load, the percentage of the population receiving relief fell rapidly from the peak, and in June, 1935, was only 12.8 per cent, one in every 7.8 persons. An examination of the map on the following page reveals that there was a wide variation in the percentage of people on relief among the various counties. Certain districts, notably those in which coal mining and stone quarrying are the principal industries, continued to show an alarmingly high percentage of their population on the relief rolls. Throughout the period the figures for Vermillion County, Lawrence County, and Monroe County indicated the seriousness of the economic plight of these counties. In certain of the rural counties, notably Scott, Dubois and Dearborn, the percentage was very low. Though the percentage of population receiving relief in some of the Indiana counties has been strikingly high, the situation in the state as a whole has been consistently better than that in the continental United States in the entire period since the beginning of the FERA. This is apparent from the accompanying chart, showing the curve for the continental United States and for Indiana. It is interesting to note the remarkable similarity between the two trends.

PERCENTAGE OF POPULATION ON RELIEF
 IN INDIANA, BY COUNTIES
 JUNE, 1935





Obligations.

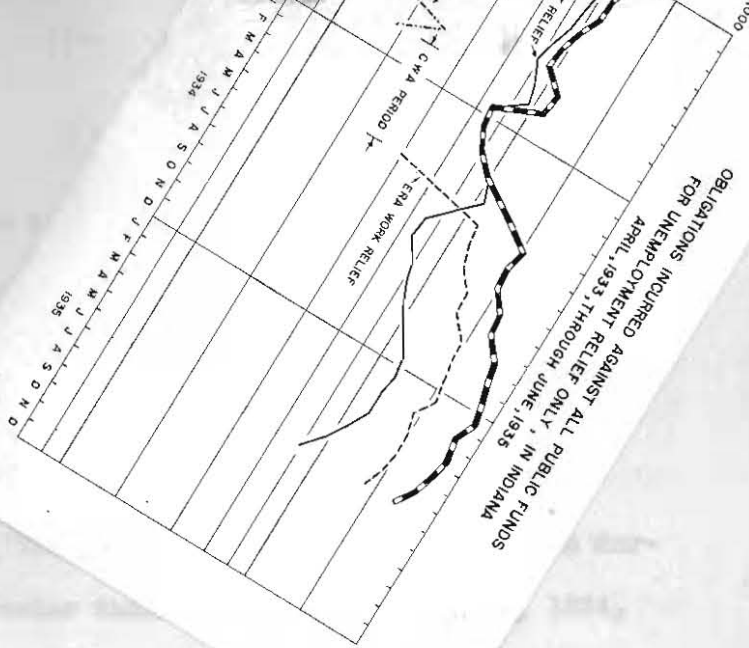
From the standpoint of obligations incurred, the general relief program bore even a greater proportion of the relief burden than from the viewpoint of cases. Thus the commitments for the general relief program, \$43,650,506.65, represent 94.6 per cent of the total obligations which were incurred under all programs, \$46,137,412.75. The trend of obligations incurred under the general relief program follows the trend of the case load closely. The commitments during July, 1934, were \$2,677,191.82. Each month thereafter witnessed an increase until the peak of \$4,186,616.56 was reached in January of 1935. This represents an increase of 56.4 per cent from the figure for July, 1934, and is an all-time high in monthly obligations for relief in Indiana. Save for an increase in March over February, due to the shortness of the month of February, there was a steady decrease in obligations until June, when a total of \$3,393,352.61 was incurred, a decrease of 18.9 per cent.

	July 1934	August	September	October	November	December
Unduplicated number of cases receiving relief	95,045	100,042	106,240	110,689	119,005	126,316
Direct relief	62,942	68,441	71,532	75,294	80,423	87,951
Work relief	38,736	42,496	49,617	53,001	53,146	54,198
Total number of persons receiving relief	363,262	382,455	406,266	425,846	450,669	479,740
In families	351,802	370,145	393,239	412,054	434,890	462,943
Single persons	11,460	12,310	13,027	13,792	15,779	16,797
Percentage of population receiving relief	11.2	11.8	12.5	13.1	13.9	14.8
Total Obligations incurred	\$2,677,191.82	\$2,998,313.91	\$3,139,895.14	\$3,689,177.22	\$3,902,773.16	\$4,149,549.24
Direct relief	683,300.86	806,673.96	850,238.79	951,669.89	1,076,972.34	1,253,557.40
Work relief	1,304,894.56	1,565,663.65	1,588,180.14	1,955,742.51	1,974,756.52	2,049,456.63
Administration	167,329.16	177,611.28	172,453.73	203,268.72	212,770.64	217,155.39
Other than relief or administration*	521,667.24	448,365.02	529,022.48	578,496.10	638,273.66	629,379.82
Percentage of total obligations for:						
Direct Relief	25.5	26.9	27.1	25.8	27.6	30.2
Work relief	48.7	52.2	50.6	53.0	50.6	49.4
Administration	6.3	5.9	5.5	5.5	5.5	5.2
Other than relief or administration	19.5	15.0	16.8	15.7	16.3	15.2
Average relief per case	\$20.92	\$23.71	\$22.95	\$26.27	\$25.64	\$26.15
Direct relief	10.86	11.79	11.89	12.64	13.39	14.25
Work relief	33.69	36.84	32.01	36.90	37.18	37.81
Percentage of total obligations incurred**						
Against local funds	34.7	31.4	31.4	29.5	29.6	31.8
Against federal funds	65.3	68.6	68.6	70.5	70.4	68.2

	January 1935	February	March	April	May	June
Unduplicated number of cases receiving relief						
Direct relief	131,810	131,709	129,075	123,749	118,451	110,784
Work relief	92,720	94,415	92,236	85,087	78,583	70,374
Administration	54,792	53,525	54,878	55,553	54,006	51,255
Total number of persons receiving relief						
In families	492,197	497,873	484,155	462,130	441,467	412,951
Single persons	474,674	480,327	466,581	444,963	424,869	397,264
Single persons	17,523	17,546	17,574	17,167	16,598	15,687
Percentage of population receiving relief	15.2	15.4	14.9	14.3	13.6	12.8
Total obligations incurred	\$4,186,616.56	\$3,857,409.80	\$4,032,453.26	\$3,923,923.68	\$3,699,850.05	\$3,393,352.81
Direct relief	1,299,423.89	1,262,202.13	1,260,912.36	1,113,112.43	966,399.98	796,558.02
Work relief	2,154,926.10	1,879,257.55	2,013,434.64	2,024,887.15	1,923,024.95	1,752,830.74
Administration	250,334.48	227,177.78	249,937.16	259,295.16	271,512.19	267,779.62
Other than relief or administration*	481,932.09	488,772.34	508,169.10	526,628.94	538,912.93	576,184.43
Percentage of total obligations for:						
Direct relief	31.0	32.7	31.3	28.4	26.1	23.5
Work relief	51.5	48.7	49.9	51.6	52.0	51.6
Administration	6.0	5.9	6.2	6.6	7.3	7.9
Other than relief or administration	11.5	12.7	12.6	13.4	14.6	17.0
Average relief per case	\$26.21	\$23.85	\$25.37	\$25.36	\$24.39	\$23.01
Direct relief	14.01	13.57	13.67	13.08	12.30	11.32
Work relief	39.33	35.11	36.69	36.45	35.61	34.20
Percentage of total obligations incurred**						
Against local funds	26.3	31.6	29.8	26.7	28.2	28.2
Against federal funds	73.7	68.4	70.2	73.3	71.8	71.8

*Obligations other than relief and administration include chiefly purchases of materials and equipment used for work projects, and wages of non-relief non-administrative workers on these projects.

**No state funds whatever have been used for relief under the general relief program.



The average relief per case offers a convenient method for studying relief expenditures though it is not a strictly accurate measure of the relief received by the average family dependent solely on relief, since it is obtained by dividing the total expenditures for relief during the month by the case load. Some families were on relief for part of the month only, while other families received relief only to supplement other income. In addition, thousands of pounds of food stuffs and thousands of articles of clothing were distributed each month by the Surplus Commodity Division, the value of which was not included in the relief statistics. The average relief per case in July, 1934, was \$20.92, and it rose to a maximum of \$26.27 in October, 1934. During the next three months the average relief remained fairly constant as may be seen in the preceding table. In February, 1935, the average relief dropped to \$23.85, due to the shortness of the month and the inclement weather which curtailed operation of the work program. During March the average relief per case was \$25.37 and during April, \$25.36. By June it had decreased to \$23.01.

Administration.

The administrative costs for the general relief program remained fairly constant throughout the first ten months of the fiscal year. In July, 1934, administration amounted to 6.3 per cent of the total obligations incurred. With the increased expenditures, the cost dropped to 5.2 per cent in December and thereafter rose until a percentage of 6.6 per cent was reached in April, 1935. The expenditures for administration during May and June were somewhat greater than those during December, 1934, when the minimum percentage was recorded. The explanation of the higher percentages for the months of May and June lies in the fact that the ERA work program was being curtailed in anticipation of the new WPA program, but no reduction in the administrative personnel was possible pending the inauguration of the WPA. For the whole period, however, Indiana reported as low an administrative cost (if not the lowest) as any state with a comparable program.

Comparison of Direct and Work Relief.

A comparison of the statistics for direct and work relief during this period given in the table on pages 113 and 114 reveals that the direct relief program bore the major portion of the case load. In July, 1934, there were 62,942 cases receiving direct relief, which comprised 66.2 per cent of the unduplicated case load under the relief program. The number of cases increased steadily to a maximum of 94,415 during the month of February, 1935, which represents 71.7 per cent of the total number of cases receiving relief under the general relief program. This percentage was reduced to 63.5 per cent by June, 1935, when the number of cases receiving direct relief were 70,374. The ERA work program which was inaugurated in April, 1934, cared for 38,736 cases during July, 1934, which was 40.6 per cent of the unduplicated case load. The program continued to expand and

during the month of January there were 54,792 cases receiving work earnings, representing 41.6 per cent of the case load. The maximum case load under the work relief program was reached in April, 1935, when 44.9 per cent of the total, or 55,553 cases were on the work relief pay rolls. During June, 1935, 51,255 cases representing 46.3 per cent of the unduplicated case load received work relief. It should be noted that during the whole period many cases received supplementary aid in addition to their work earnings, the maximum being reached in March, 1935, when 18,039 cases received both direct and work relief.

Although the direct relief program cared for the major portion of the case load the monthly obligations incurred at no time equaled the commitments for work relief earnings. It will be noted that in July, 1934, obligations for direct relief represented 25.5 per cent of the total obligations, and that an increase incurred during the seven months that followed, resulting in a proportion of 32.7 per cent in February, 1935, from which there was a decrease to 23.5 per cent in June, 1935. Work relief, which was 48.7 per cent of the total obligations during July, 1934, reached a maximum of 53.0 per cent in October, 1934. The percentage fluctuated somewhat in the following months and was 51.6 per cent in June, 1935.

A very interesting comparison of the two programs is offered by the average relief granted per case. In July, 1934, an average of \$10.86 was reported for direct relief compared with \$33.69 for work earnings. During December, 1934, the highest average was reported for direct relief, \$14.25, compared with an average of \$37.81 for work earnings during the same month. In January, 1935, work relief earnings reached a peak of \$39.33 compared with an average of \$14.01 for direct relief in January. During June, 1935, the average direct relief granted was \$11.32 per case compared with the

average of \$34.20 for work earnings. Both of these averages are slightly higher than were reported in July, 1934. An explanation of the wide spread between direct and work relief averages is the fact that the Commission had full control of the fixing of the family budgets for work relief since work earnings were paid entirely from federal funds. The amount of direct relief granted, however, depended largely on the township trustee, since the Commission had no control over the fixing of the family budgets, which were in many cases inadequate. A survey of the state made in May, 1935, revealed that there was no great degree of uniformity in the food allowance among the various townships of the state, and in but few places were the food allowances granted by the township trustee comparable with the budget prepared by the nutrition department of the state office, based on restricted diet for emergency use. A factor which also contributed to the divergence was the granting of direct relief as supplementary aid, which tended to reduce the average. Also families receiving work earnings were almost invariably larger than those dependent upon direct relief.

salaries, a large portion of which were paid by the sponsors and beneficiaries of WPA work projects. As a result, 85.7 per cent of these obligations was from local funds, 1.3 per cent from state funds, and 12.9 per cent from federal funds. No state funds were used under the transient or rural rehabilitation programs and but a small amount of local funds, so that the great preponderance of the funds obligated were federal. The emergency education program was financed entirely from earmarked federal funds. The accompanying table shows a percentage analysis of the obligations during the fiscal year.

Source of Funds

During the fiscal year, the FERA again supplied the major portion of the funds from which obligations were incurred under the supervision of the Commission. Of the total commitments of \$46,137,412.75 incurred under all programs, 71.7 per cent or \$33,097,955.60 was furnished by the FERA, 28.0 per cent or \$12,913,388.95 came from local funds, and but 0.3 per cent or \$126,068.20 from state funds. The general relief program, chargeable with \$43,650,506.65 or 94.6 per cent of the total, was financed by federal funds to the extent of 70.2 per cent; local funds, 29.5 per cent; and state funds, 0.3 per cent. Only 29.2 per cent of the direct relief obligations were incurred from federal funds, the remainder being from local funds. Work relief earnings were paid entirely from federal funds. Some local funds were used for county relief administration, but 95.3 per cent of the obligations came from federal funds. Of the commitment for state relief administration, all but \$12,771.01, representing 1.7 per cent, were federal obligations. The obligations other than relief or administration include purchases of materials, equipment rentals, and salaries, a large portion of which were paid by the sponsors and beneficiaries of ERA work projects. As a result, 62.7 per cent of these obligations was from local funds, 1.8 per cent from state funds, and 35.5 per cent from federal funds. No state funds were used under the transient or rural rehabilitation programs and but a small amount of local funds, so that the great preponderance of the funds obligated were federal. The emergency education program was financed entirely from earmarked federal funds. The accompanying table shows a percentage analysis of the obligations during the fiscal year.

SOURCE OF FUNDS FOR VARIOUS PROGRAMS OR ACTIVITIES
FROM JULY, 1934, TO JUNE, 1935, INCLUSIVE

	Federal Funds		State Funds		Local Funds		
	Amount	Per Cent	Amount	Per Cent	Amount	Per Cent	
		of Total Funds		of Total Funds		of Total Funds	
TOTAL OBLIGATIONS INCURRED	\$46,137,412.75	\$33,097,955.60	71.7	\$126,068.20	0.3	\$12,913,388.95	28.0
General relief program	43,650,506.65	30,661,290.72	70.2	126,068.20	0.3	12,863,147.73	29.5
Direct relief	12,321,022.05	3,602,351.48	29.2	-	-	8,718,670.57	70.8
Work relief	22,187,055.14	22,187,055.14	100.0	-	-	-	-
County relief administration	1,940,997.47	1,850,467.84	95.3	-	-	90,529.63	4.7
State relief administration	735,627.84	722,856.83	98.3	12,771.01	1.7	-	-
Obligations Other than relief or administration*	6,465,804.15	2,298,559.43	35.5	113,297.19	1.8	4,053,947.53	62.7
Work program	6,420,029.49	2,272,569.51	35.4	113,297.19	1.8	4,034,162.79	62.8
Other than work program	45,774.66	25,989.92	56.8	-	-	19,784.74	43.2
Processing materials for							
Production projects	128,212.12	115,502.86	90.1	-	-	12,709.26	9.9
Transient program	901,482.58	878,620.76	97.5	-	-	22,861.82	2.5
Relief	645,726.00	622,864.18	96.5	-	-	22,861.82	3.5
Administration	230,834.89	230,834.89	100.0	-	-	-	-
Other than relief or administration	24,921.69	24,921.69	100.0	-	-	-	-
Rural rehabilitation program	521,839.85	507,169.71	97.2	-	-	14,670.14	2.8
Relief	415,786.11	401,115.97	96.5	-	-	14,670.14	3.5
Administration	106,053.74	106,053.74	100.0	-	-	-	-
Emergency Education program	604,264.48	604,264.48	100.0	-	-	-	-
Relief	543,413.95	543,413.95	100.0	-	-	-	-
Administration	46,582.43	46,582.43	100.0	-	-	-	-
Other than relief or administration	14,268.10	14,268.10	100.0	-	-	-	-
Aid to college students	331,107.07	331,107.07	100.0	-	-	-	-

* This item consists almost entirely of purchases of materials, equipment rentals, and salaries.

Of the total obligations from federal funds, \$33,097,955.80, the general relief program absorbed 92.6 per cent which was divided as follows: direct relief, 10.9 per cent; work relief, 67.0 per cent; county relief administration, 5.7 per cent; state relief administration, 2.2 per cent, and obligations other than relief or administration, 6.8 per cent. Processing materials for production projects were charged with 0.4 per cent of the total obligations. The remaining 7.0 per cent of the total was divided among the subsidiary programs as follows: transient program, 2.7 per cent; rural rehabilitation, 1.5 per cent; emergency education program, 1.8 per cent, and aid to college students 1.0 per cent.

All of the state funds committed were for the general relief program. Of the total of \$126,068.20, 10.1 per cent was incurred for state relief administration, and 89.9 per cent for obligations other than relief or administration.

Obligations of \$12,913,388.95 were incurred from local funds, with the major portion, 99.6 per cent, being used for the general relief program. Direct relief absorbed 67.5 per cent of the total; county relief administration, 0.7 per cent and obligations other than relief or administration, 31.4 per cent. Processing materials on production projects accounted for 0.1 per cent; the transient program, 0.2 per cent, and the rural rehabilitation program the remaining 0.1 per cent.

Subsidiary Programs

Transient Service Activities.¹

The transient program was carried on almost entirely through the

1. Closed Operation Sept. 30, 1935.

Transient Service Activities under the direction of Ralph C. Werner. Its primary object was to aid in returning transients to their place of legal residence if it appeared at all possible to establish them there. In the interim, non-residents were given care in camps and shelters distributed at strategic points throughout the state. They were obliged to work, for which they received \$1.00 per week, plus food, shelter, and medical care. An extensive program of vocational education and recreation was provided.

In addition to non-residents of the state, the Transient Service Activities extended aid to residents of the state who had not lived in one county long enough to acquire legal residence therein, and to the local homeless.



1,215
 1,238
 12,881
 12,881
 12,881
 12,881
 12,881

3,278
 2,817
 2,778
 2,778
 2,778
 2,778
 2,778

The total commitments for the transient program for aid to non-residents during the twelve months were \$801,482.55. Of this sum, \$649,725.00 represents obligations for relief, \$230,334.55 obligations for administration, and \$84,981.55 obligations other than relief or administration. The obligations for administration were not all chargeable to interstate transients, but included administrative expenses incurred for

The table on the following page is given in support of the accompanying chart showing the number of interstate and intrastate transients who received aid from Transient Service Activities during the fiscal year, 1934 - 1935.

The following page gives an analysis of the obligations for non-residents by county.

1934	Interstate	Intrastate
July	5,888	1,567
August	7,175	1,902
September	9,387	2,412
October	10,187	2,209
November	9,901	3,282
December	8,540	3,251
1935		
January	9,319	3,279
February	9,735	2,877
March	11,451	2,770
April	12,018	2,732
May	13,339	2,777
June	13,180	2,704
Other Counties	2,477.65	
State Office	82,052.45	
Local		

The total commitments for the transient program for aid to non-residents during the twelve months were \$901,482.58. Of this sum, \$645,726.00 represents obligations for relief, \$230,834.89 obligations for administration, and \$24,921.69 obligations other than relief or administration. The obligations for administration were not all chargeable to interstate transients, but included administrative expenses incurred for intrastate transients. For these residents of the state additional obligations of \$308,538.74 were incurred for relief, \$1,306.31 for administration, and \$12,006.31 for non-relief administrative items. The table on the following page gives an analysis of the obligations for non-residents by county.

OBLIGATIONS INCURRED UNDER THE TRANSIENT PROGRAM
(July, 1934, through June, 1935)

	Total	Relief	Adminis- tration	Other Than Relief and Administration
TOTAL	\$901,482.58	\$645,726.00	\$230,834.89*	\$24,921.69
Federal Funds				
Allen	68,218.06	52,560.95	14,368.57	1,288.54
Delaware	62,751.82	48,993.91	10,210.47	3,547.44
Elkhart	15,240.25	11,444.80	3,373.41	422.04
Lake	119,538.55	87,093.88	30,490.46	1,954.21
LaPorte	56,395.84	47,464.35	4,448.70	4,482.79
Lawrence	37,190.62	31,829.90	2,724.00	2,636.72
Marion	221,413.72	115,697.65	63,161.67	2,554.40
St. Joseph	57,215.66	47,339.39	9,435.84	440.43
Tippecanoe	10,807.32	9,039.13	1,543.18	225.01
Vanderburgh	44,191.02	34,392.92	7,278.96	2,619.14
Vigo	102,126.79	86,027.49	13,361.71	2,737.59
Other Counties	1,477.65	1,477.65	-	-
State Office	82,053.46	9,502.16	70,437.92	2,113.38
Local Funds	22,861.82	22,861.82	-	-

* This figure includes the entire administrative cost of the Transient Service Activities, not merely that chargeable to non-residents.

Rural schools	100	1,000
600 Camp	10	100
Transient camp	10	100
Survey and administrative work	100	1,000
Teacher training schools	100	1,000
County supervisors	100	1,000
Gardening and planting	50	500
Nursery schools	100	1,000

* These teachers are also shown as teaching different subjects.

1. Operating in school year 1934 - 1935.

Emergency Education Program.

The emergency education program was designed to provide relief for unemployed teachers, to develop facilities for adult education, and to aid in the upbuilding of the morale of recipients of relief. This activity, as well as that of college student aid and recreation was under the direction of Winston Riley, Jr. during the period under discussion. It operated in all counties of the state under the direction of county supervisors. Teachers were provided for CCC camps and transient camps and shelters. A number of nursery schools were conducted throughout the state. The following is a summary of the program by field of activity:

Field of Activity	Number of Teachers and Assistants	Number of Persons Contacted
TOTAL	2,765	175,000
Parent education	57	4,692
Recreation	274	43,781
Literacy	172	9,220
Vocational training	65	4,402
Workers' education	30	1,472
Vocational rehabilitation	13	260
General adult	980	48,589
Rural education	258	25,216
CCC Camp	34	2,859
Transient camp	21	489
Survey and organization work*	170	25,000
Teacher training schools*	400	-
County supervisors	105	-
Gardening and canning	32	8,000
Nursery schools	154	1,020

* These teachers are also shown as teaching different subjects.

TOTAL	\$6,377.00
1. Operating in school year 1935 - 36 under WPA.	1,608.75
Salaries	2,249.00
Maintenance	1,248.75
Materials and supplies	337.75

A. TOTAL EXPENDITURES

TOTAL	\$953,414.59
Administrative expenditures	42,720.12
Personal services of teachers by county	496,144.34
Vocational rehabilitation expenditures	6,517.45
College aid expenditures	314,802.29
Camp Delight expenditures	3,008.21
Recreation under County Works Funds	90,222.18

B. ADMINISTRATIVE EXPENSES

TOTAL	\$42,720.12
Personal service	24,825.13
Travel	14,343.81
Materials	1,305.92
Rental equipment	1,029.94
Other costs	1,215.32

C. TEACHERS' EXPENDITURES BY PROJECT

TOTAL	\$496,144.34
Parent education	6,576.00
Recreation	41,821.50
Literacy	41,072.50
Vocational training	17,747.50
Workers' education	4,450.50
Vocational rehabilitation	1,846.50
General adult	162,695.00
Rural education	49,730.50
Gardening and canning	2,713.50
CCC camp	4,943.00
Transient camp	3,662.50
Survey and organization work	20,387.76
Teachers' training schools	8,223.34
County supervisors	78,476.50
Nursery school teachers and assistants	51,797.74

D. VOCATIONAL REHABILITATION

TOTAL	\$6,517.45
Artificial limbs	1,665.00
Tuition	3,248.49
Maintenance	1,246.00
Materials and supplies	357.96

E. EXPENDITURES FOR TEACHERS' WAGES

County	Wages	County	Wages
TOTAL	\$496,144.34	LaPorte	\$ 5,767.25
Adams	1,572.80	Lawrence	5,716.41
Allen	11,906.25	Madison	9,586.90
Bartholomew	2,957.95	Marion	54,863.27
Benton	2,450.25	Marshall	2,800.60
Blackford	2,210.45	Martin	5,008.25
Boone	2,420.25	Miami	6,289.04
Brown	2,135.55	Monroe	7,547.22
Carroll	2,505.00	Montgomery	4,974.70
Cass	3,832.10	Morgan	4,551.16
Clark	9,570.76	Newton	2,364.25
Clay	2,397.70	Noble	2,036.50
Clinton	5,263.95	Ohio	4,496.30
Crawford	2,640.12	Orange	3,154.90
Daviess	932.50	Owen	2,402.80
Dearborn	2,692.60	Parke	3,208.70
Decatur	3,981.00	Perry	2,821.85
DeKalb	3,989.20	Pike	3,842.40
Delaware	6,830.00	Porter	4,067.40
Dubois	3,012.90	Posey	3,382.75
Elkhart	6,185.97	Pulaski	1,122.80
Fayette	2,015.75	Putnam	3,298.10
Floyd	1,549.25	Randolph	1,828.50
Fountain	6,947.22	Ripley	5,126.83
Franklin	2,690.60	Rush	1,993.75
Fulton	2,497.70	Scott	3,263.85
Gibson	7,871.25	Shelby	4,275.30
Grant	9,908.01	Spencer	4,853.50
Greene	1,299.00	Starke	2,498.00
Hamilton	1,918.90	Steuben	3,655.70
Hancock	2,208.60	St. Joseph	13,494.50
Harrison	3,638.25	Sullivan	5,354.44
Hendricks	2,889.70	Switzerland	4,097.75
Henry	4,603.37	Tippecanoe	7,666.75
Howard	9,479.35	Tipton	3,660.50
Huntington	4,808.92	Union	1,545.00
Jackson	4,545.20	Vanderburgh	18,726.10
Jasper	3,296.40	Vermillion	8,515.11
Jay	3,221.75	Vigo	18,884.54
Jefferson	4,635.25	Wabash	4,773.00
Jennings	3,432.90	Warren	2,768.25
Johnson	4,246.60	Warrick	4,677.40
Knox	4,740.00	Washington	3,062.70
Kosciusko	4,343.75	Wayne	5,691.00
LaGrange	2,343.75	Wells	2,775.60
Lake	28,236.14	White	2,746.72
		Whitley	1,825.75
		Training Schools	8,223.34

Colleges Student Aid.¹

Under the college student aid program, needy students were enabled to continue their studies, who would not otherwise have been able to do so. Cash wages were paid for work performed on college and community projects. The number of students eligible to receive college student aid was limited to 12 per cent of the enrollment as of October, 1933, and the maximum earnings for any individual student were \$20.00 per month. The table below shows the number of colleges who participated in the program, the number of students employed, and the total earnings during each month of the school year.

	Colleges Participating	Number of Students Employed	Total Earnings
1934			
September	33	2,484	\$17,000.95
October	36	2,769	36,108.11
November	36	2,800	36,405.78
December	36	2,868	34,364.25
1935			
January	36	2,793	35,150.62
February	37	2,861	36,485.62
March	37	2,931	37,287.98
April	37	3,123	40,520.67
May	37	3,066	41,502.31
June	34	2,067	16,280.78

1. Operating during school year 1935 - 36 under N. Y. A.

COLLEGE AID EXPENDITURES AND STUDENTS AIDED BY COLLEGES
September, 1934, through June, 1935

	Students	Expenditures
TOTAL OF ALL COLLEGES	3,198	\$331,083.07
Anderson College	17	1,474.10
Arthur Jordan Conservatory	10	1,054.65
Ball State Teachers College	158	17,471.70
Butler University	132	17,445.55
Central Normal College	46	5,923.20
Concordia College	23	1,244.25
DePauw University	205	20,381.00
Earlham College	84	6,142.05
Evansville College	32	4,189.50
Fort Wayne Art School	7	669.99
Franklin College	33	3,572.15
Gary College	17	1,357.50
Goshen College	26	3,112.35
Hanover College	55	5,305.65
Huntington College	10	1,215.00
Indiana Central College	54	5,543.65
Indianapolis College of Pharmacy	20	1,884.40
Indiana State Teachers College	195	19,863.80
Indiana University Extension	37	3,935.10
Indiana University	625	63,546.13
Indiana Law School	9	507.00
John Herron Art Institute	13	1,140.00
Manchester College	73	8,742.90
Marion College	21	2,388.45
North American Gymnastic Union	13	842.25
Notre Dame University	305	39,584.30
Oakland City College	17	1,949.70
Purdue University	600	54,288.75
Rose Polytechnic Institute	30	3,120.00
St. Francis Normal	9	525.90
St. Mary's College	23	2,990.00
St. Mary's-of-the-Woods	30	3,448.50
Taylor University	30	3,132.90
Tri-State College	91	9,358.65
Valparaiso University	75	7,277.55
Vincennes University	15	1,332.45
Wabash College	58	5,122.05

Transferred to Rural Institutions

Rural Rehabilitation Program.¹

Operating under the direction of Dr. E.H. Shideler, the rural rehabilitation program embraced a comprehensive plan to rehabilitate sub-marginal or marginal rural families and to prevent others, if possible, from becoming such. In order to achieve these objectives, loans were made for capital goods and for live stock feed, and, if necessary, families were placed on relief rolls pending rehabilitation. A summary of the program for the fiscal year 1934 - 35 is given in the table below.

	Number of Families	Persons Represented By Families	Single Persons	Capital Goods Issued	Subsistence Goods Issued	Total
TOTAL	-	-	-	\$351,993.59	\$63,792.52	\$415,786.11
July, 1934	8	43	-	140.74	-	140.74
August	405	2,354	1	8,974.75	-	8,974.75
September	55	315	-	2,148.20	171.31	2,319.51
October	50	280	-	2,495.59	292.03	2,787.62
November	241	1,422	-	4,263.60	6,293.65	10,557.25
December	271	1,590	2	1,669.40	7,487.30	9,156.70
January, 1935	267	1,566	-	5,307.93	7,155.31	12,463.24
February	284	1,689	-	10,312.67	7,120.20	17,432.87
March	436	2,454	1	54,541.08	7,555.72	62,096.80
April	790	4,197	6	98,255.13	9,192.25	107,447.38
May	906	4,923	5	88,749.31	9,784.81	98,534.12
June	872	4,711	1	75,135.19	8,739.94	83,875.13

Cumulative loans to June 30, 1935, totaled \$358,471.52, of which \$16,287.44 had been repaid, mainly by work performed on the ERA work program. The greater portion of these loans were made during April, May, and June, 1935.

An important feature of the program was the aid extended to distressed farmers in the adjustment of debts. Following July, 1934, 393 cases were adjusted by the conciliation committees in which the total debt was \$3,065,204.03, the scaledown, \$963,115.82, and the adjusted debt, \$2,102,088.21.

1. Transferred to Rural Resettlement Administration - June, 1935.

Gardens and Food Conservation.

The Commission began in 1933 the Gardens and Food Conservation Program, a relief measure based on a philosophy of "self-help." By encouraging relief clients to raise and can vegetables for their own consumption, it was believed that there would be a notable improvement in health and morale resulting from improved diet, healthful outdoor work, and the accomplishment of a worth-while task, not to mention substantial reductions in direct relief cost.

In 1935, according to the figures supplied by the Gardens and Food Conservation Division, there were 127,210 individual gardens occupying 16,727 acres. In addition, there were 2,410 industrial gardens covering 365 acres. It was estimated that the total value of the produce from these gardens would exceed 3 million dollars and that over $3\frac{1}{4}$ million quarts of vegetables would be canned from garden produce. These vegetables were canned in relief homes, using glass jars, lids, and rings supplied by the Commission. Approximately 50 thousand jars, 500 thousand rings, and 400 thousand lids were added to the canning equipment formerly in the hands of clients, which was distributed in prior years.

There were 67 mass production gardens with a total acreage of 2,075, operating in 54 counties, exclusive of 9 gardens covering 313 acres cultivated by Transient Service Activities. Of these 2,075 acres, 713 were planted in potatoes, 281 in navy beans, 188 in green beans, 342 in tomatoes, 155 in cabbage, 185 in corn, 74 in sorghum, and 137 in miscellaneous crops. A conservative estimate placed the value of the production from these gardens at 275 thousand dollars which included approximately $1\text{-}3\frac{1}{4}$ millions cans of

No charge in set-up.
This produce was packed at 51 canning centers located in 49 counties. Approximately 1,500 persons received employment in these centers.

Also has 800 or 900 women employed. Commodity Division distributes cans of produce.

Federal Surplus Relief Commodities.¹

The Commission, through Earl C. Wayland, State Director of Commodity Distribution, administered the Indiana program of the Federal Surplus Relief Corporation. This corporation assisted in distributing surplus farm products which the AAA had purchased in its endeavor to relieve glutted markets and sustain farm prices. These goods were distributed to relief clients in addition to their regular relief budgets. Commodities allotted to Indiana were warehoused at 15 points within the state, from which they were distributed to the counties. The distribution in each county was under the control of a commodity clerk, who was responsible to the state director of commodity distribution. Contact with the county and township distribution depots was maintained by the state office through a force of field supervisors.

Each month over a million pounds of commodities were distributed through this organization to relief clients. The items included canned meats, rice, evaporated milk, sugar, etc.

An important part of the commodity program was the distribution of goods processed on ERA production projects to relief clients.² Items such as mattresses, comforters, sheets, pillow-cases, towels, etc., have been made from materials furnished by the FSRC. In addition, thousands of articles of clothing have been made in the 55 ERA sewing rooms in the state and distributed as surplus commodities. The accompanying table gives a summary

1. Operating under Federal Surplus Commodities Corporation (June, 1936)
No change in set-up.
2. WPA sewing projects began operations in Indiana in November, 1935 with over 3 million dollars worth of yard goods. Marion County alone has 500 or 600 women employed. Commodity division distributes most of garments.

of the items which came into the state for distribution during the fiscal year, and the materials which were turned over to the state to be processed on ERA work projects.

Smoked Pork	390,100 lbs.	Fresh veal	118,500 lbs.
Canned beef	1,893,240 lbs.	Calves tongues	1,910 lbs.
Canned mutton	447,945 lbs.	Rice	840,608 lbs.
Canned veal	490,752 lbs.	Butter	375,069 lbs.
Fresh beef	3,264,655 lbs.	Cheese	307,616 lbs.
Boneless beef	252,000 lbs.	Evaporated milk	765,600 lbs.
Beef tongues	32,278 lbs.	Potatoes	3,105,393 lbs.
Beef products (processed under state ERA projects)	946,164 lbs.	Sugar	240,000 lbs.
		Leather coats	9,930 units
Wool (scoured)	75,000 lbs.	Toweling	613,880 yds.
Cotton	2,368,828 lbs.	Sheeting	479,251 yds.
Ticking (mattress)	397,276 yds.	Comforter covering	2,029,701 yds.

... of unemployed by a ... the ...

... believe that it is not possible to absorb efficiently a work program serving the over three million unemployed, because of the difficulty of providing projects that are work worthy, which do not conflict with private industry. The experience of the Public Works Administration in Indiana in the period following July, 1935, while feeding on part of this study, has confirmed the belief that it is not feasible to employ over 200,000 persons on make-work projects and maintain efficiency comparable with that required in private industry. It is also an open question among public authorities whether work programs such as those conducted in Indiana and the other states under federal auspices actually increase morale, on the grounds that the workers are convinced that the dog's letters with pink and shovels could have been achieved in a few minutes with a power shovel.

... after all, the large percentage of ...

CONCLUSION

The foregoing historical survey of poor relief in Indiana should have given the reader a fair idea of the growth and present magnitude of the relief problem. When it is realized that in the period from April, 1933 to June, 1935 inclusive, over sixty-six millions of dollars were obligated under programs administered by the Commission, and that the best informed persons see little hope for a sudden decrease in unemployment, there will be few persons willing to deny the need for handling relief as efficiently as possible.

The question of the type of relief to be given is not settled. Social Welfare authorities are in accord in condemning the effect on the morale of direct relief or the dole system. On the other hand there is good reason to doubt the practicability of caring for the present number of unemployed by a nation-wide work program. Past experience serves to indicate that it is not possible to administer efficiently a work program caring for over three million employees, because of the difficulty of providing projects that are worth while, which do not conflict with private industry. The experience of the Works Progress Administration in Indiana in the period following July, 1935, while forming no part of this study has confirmed the belief that it is not feasible to employ over 100,000 persons on made-work projects and maintain efficiency comparable with that required in private industry. It is also an open question among relief authorities whether work programs such as those conducted in Indiana and the other states under federal auspices actually improve morale, on the grounds that the workman is conscious that his day's labors with pick and shovel could have been achieved in a few minutes with a power shovel.

For after all, the large percentage of made-work is of the pick and shovel type. In Indiana in the past year and a half we gained many thousands of jobs of the "dole" type. The question of direct relief is still, by allowing the

shovel variety. The so-called "white-collar" work has been criticized on the same score, for in addition to the charge that much of it is frankly "boondoggling", a certain sense of futility is said to prevail among those who are engaged in research projects of acknowledged value because no adequate provision is made for utilizing the results in many instances.

It is also apparent that economically sound construction projects of the monumental type do not provide an answer to the problem. The experiences of the Public Works Administration indicate that it is most difficult to develop enough projects of this type to greatly affect unemployment, for a number of reasons. In the first place the preparatory investigation and engineering work necessary before ground is broken requires much time and, when coupled with avoidable and unavoidable delays incidental to governmental work, the time factor becomes almost prohibitive. Witness the proposed addition to the Federal Building in Indianapolis which received preliminary approval several years ago though up to the present no ground has been broken. An even greater obstacle is the cost. The public is informed on this factor, thanks to the Hopkins-Iokes controversy which brought out pretty conclusively that the man-year cost of permanent construction projects is so great due to the low percentage of labor cost to total cost as to make a program providing for 3 million workers (approximately 30 per cent of the unemployed) financially prohibitive. The labor cost itself would be very great because the building industry is highly organized and it would be necessary to pay union wages as is at present the rule in PWA projects, whereas this does not in general hold for WPA projects. Another factor of practical importance is the difficulty of locating large projects at centers of greatest unemployment.

A third type of relief which has been tried in some states other than Indiana in the past year and which has gained many adherents, is that of the "dole", or the payment of direct relief in cash. By allowing the

client a certain sum each month based on budgetary needs much of the stigma of direct relief is said to be removed with consequent gains in morale. Of course the objection that the client may lose all desire to become self-supporting is probably valid and certainly this type of relief is more expensive than direct relief, though less so than work relief.

A program is advanced by the former administrator of relief in Pennsylvania, which brings up one of the most interesting developments in American politics, the revival of the "home rule" versus centralized control issue. This former administrator of one of the largest relief organizations in the country believes thoroughly in adequate relief based on scientific investigation, two of the cardinal points of the Federal Emergency Relief Administration's program. But he is convinced that federal aid has resulted in profligate spending because the American people have not seen any direct connection between federal money and their own purses. He therefore advocates the administration of relief by local units from local funds, with certain prescribed standards to guarantee uniformity and adequacy of relief. Thus he believes every citizen will become more vitally interested in the problem, extravagance will be eliminated, and the tax payers will force measures to correct abuses.

In essence the Indiana system was just this prior to April, 1933, with the exception of the prescribing of uniform standards. Even after the inauguration of the Commission, direct relief continued to be administered locally from local funds except in those counties which were granted federal funds for direct relief. The problem of the Commission has always been that of getting township trustees to adopt adequate standards. It is the belief of the writer that with certain modifications listed below this

system is the best for Indiana.

The first suggestion of the writer is that relief should be administered on a county basis by a non-partisan county relief or welfare board. There is no longer any excuse for the township system in relief administration and relief certainly should not be a political football. The director and the operating personnel should have business experience as well as training in social work, either one without the other is insufficient. Tax levies for poor relief should be uniform throughout the county, for the more fortunate townships should aid in bearing the burden, as taxes to carry the whole load in such townships as Polk Township of Monroe County would be confiscatory. Relief would be of the direct type based on grocery orders or on issues from county commissaries. A state works program of modest proportions should be organized for road building, park improvement, forestry and soil conservation, etc., which would aid in carrying the load in some of the most distressed communities. A federal building program similar to the PWA should be continued but on a much reduced scale and possible confined to government buildings, dams, and conservation work.¹ The continued operation of the federal CCC is believed advisable. Standards for relief administration and investigation should be under the control of a non-partisan state welfare board which should also collect statistics on county relief as a means of controlling the state work program and of promoting uniform relief standards.

1. Much of the present construction such as sewage disposal plants is frankly unjustifiable on anything but purely social grounds. Even then there is plentiful evidence of over-construction arising from the ease with which money is obtainable from the government or from flotation of municipal bonds which have lately found ready market because of freedom from normal tax. Many of the bond issues will eventually be in default because of low depreciation charges and faulty amortization provisions.

Of course many objections may be found with the above suggestions as with almost any other plan. The greatest objection probably is a practical one, the almost insurmountable difficulties involved in taking relief out of the hand of the township trustees. Their powerful lobby has successfully defeated all past attempts to relieve them of this time-honored obligation and the indications are that no political party will in the near future risk defeat by sponsoring such a platform. It is believed by the writer that no great improvement can be expected in Indiana relief beyond those effected by the Commission under its limited powers until a general revision can be made in the whole system of relief administration which will eliminate the township as a factor and put relief in each county under the administration of a non-partisan board.

Indiana Bureau of Charities and Corrections

March, 1934
 December, 1933
 January, 1934
 August, 1934

Board of State Charities - Indiana Relief Administration

The State Department of Charities and Corrections

Indianapolis, Ind., 1934

Bibliography

Indiana Statutes

Acts of 1889	Page 121
Acts of 1897	Page 230
Acts of 1901	Chap. 147
Acts of 1925	Page 400
Acts of 1931	Pages 190 and 254
Acts of 1932	Chap. 47, 50, 51, and 58
Acts of 1933	Chap. 141 and 158

Federal Statutes

Acts of May 12, 1933 - 48 Statute

Emergency Work Relief - Colcord, Koplovitz, Kurtz.

Indiana Bulletin of Charities and Corrections

March, 1906
December, 1931
December, 1933
August, 1934

Manual of Work Division Procedure - Emergency Relief Administration

Year Book - Governor's Commission on Unemployment Relief

April, 1933 - June, 1935